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MEDIUM-TERM PLAN FOR THE PERIOD 1994-1997

SUMMARY

The medium-term plan is a rolling four-year plan that is updated every two years (except for the financial plan, which is updated yearly). Based on policy guidance received from the Executive Board on programme, operations and external relations, it contains a forward-looking strategic framework for action spanning the period of the next two biennial administrative and programme support budgets.

The present 1994-1997 plan consolidates UNICEF policy as regards broad objectives and goals, taking into account all recent policy decisions of the Executive Board, including those arising from the debate on the 1992 evaluation of UNICEF. Except for some rearrangement and changes in titles, the plan largely follows the outline of its 1992-1995 predecessor. However, it has been thoroughly rewritten, also reflecting changes in world conditions, recent trends in development assistance, progress achieved over the previous two years in follow-up to the World Summit for Children, goals agreed upon for achievement by mid-decade, the updating of strategy and decisions of the General Assembly on United Nations operational activities for development.

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ABBREVIATIONS

ACC	Administrative Committee on Coordination
AIDS	acquired immune deficiency syndrome
ARI	acute respiratory infections
BFHI	Baby-Friendly Hospital Initiative
CDD	control of diarrhoeal diseases
CIS	Commonwealth of Independent States
DOI	Division of Information
DOP	Division of Personnel
DPA	Division of Public Affairs
ECD	early childhood development
EPI	expanded programme on immunization
GCO	Greeting Card and related Operations
GDP	gross domestic product
GNP	gross national product
HIV	human immunodeficiency virus
ICAAC	International Conference on Assistance to African Children
ICDC	International Child Development Centre
IDB	Inter-American Development Bank
IDD	iodine deficiency disorders
IMF	International Monetary Fund
IMRs	infant mortality rates
JCGP	Joint Consultative Group on Policy
JCHP	Joint Committee on Health Policy (UNICEF/WHO)
JCI	Junior Chambers International
LDCs	least developed countries
MCH	maternal and child health
MDP	Market Development Programme
MMRs	maternal mortality rates
NGOs	non-governmental organizations
OAU	Organization of African Unity
ODA	official development assistance
OECD	Organisation for Economic Cooperation and Development
ORS	oral rehydration salts
ORT	oral rehydration therapy
PEC	primary environmental care
PEM	protein-energy malnutrition
PFO	Programme Funding Office
PHC	primary health care
SAARC	South Asian Association for Regional Cooperation
UCI	universal child immunization
U5MRs	under-five mortality rates
UNCED	United Nations Conference on Environment and Development
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
WFP	World Food Programme
WHO	World Health Organization

I. INTRODUCTION

1. The four years that span the middle of the decade of the 1990s - 1994 through 1997 - will be critical for the world at large and for UNICEF in particular. International relations, held for so long in uneasy equilibrium by the cold war, have become less stable. New alignments are developing but have not yet solidified. Ethnic and religious tensions, previously held in check by strong centralized powers and cold war alignments, threaten the stability of entire regions of the globe. The role of the United Nations in the new international order is being tested and disputed. In the midst of this situation, UNICEF must adapt constantly to the rapidly changing global context without deflecting its energies and resources from the pursuit of the development goals established by its Executive Board and by the World Summit for Children.

2. Economic forecasts for the plan period are mixed. Recovery from the 1990-1992 recession in the developed market economies has been more sluggish than expected and output is currently projected to rise only gradually in the next few years. The transition to market conditions in former centrally planned economies is now acknowledged to be a slower and much more difficult process than many had at first anticipated. By contrast, both the World Bank and the International Monetary Fund (IMF) are projecting significant economic growth for developing countries during the second third of this decade. The dynamic growth in East Asia and China is expected to continue, though at a more attenuated pace, and moderate growth combined with slowing inflation and growing international investment is predicted for Latin America and the Caribbean.

3. As for Africa, although the Bretton Woods institutions are predicting modest increases in output there as well, the most optimistic forecast is for real per capita gross domestic product (GDP) to grow at a rate of only 1.9 per cent, at which pace it would take 37 years for income to double from its present very low level. Moreover, a reduction in political tension and civil strife, improved terms of trade and more creative solutions to the continent's continuing debt crisis will be essential to any sustained recovery. The number as well as the proportion of Africa's population living in poverty is still projected to increase until the year 2000 and well beyond.

4. Private investment in developing countries that are considered credit-worthy is expected to grow considerably, but for the least developed countries (LDCs), which are more dependent on official development assistance (ODA), the forecasts are less sanguine. Since 1990, ODA has ceased to grow in real terms. Donor support to Central and Eastern Europe and the Commonwealth of Independent States (CIS), together with the ever-growing demands for peace-keeping and emergency assistance, although not directly linked, do tend to reduce the overall amounts available for cooperation with the poorest among the developing countries.

5. Despite the havoc raised by civil conflicts in a number of countries and the apparent stagnation of ODA, there are many positive trends, one of the greatest of which is the continuing decline in military expenditure. Having fallen already by almost one fourth between 1986 and 1992, IMF forecasts that

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spending on armaments will continue to decline during the plan period to 2.3 per cent of world GDP, down from nearly 4 per cent in 1986. Some recent setbacks notwithstanding, the trend towards democracy and the decentralization of government, which has so characterized the early years of the 1990s, is likely to continue, releasing new energies and local resources for development. Further progress towards the creation of a multiracial society in South Africa and the dramatic movement towards the resolution of the Israeli-Palestinian conflict bring hopes that peace and prosperity may break out in these two key corners of the world during the plan period, with positive implications for all of southern Africa and the Middle East.

6. Often characterized in the past by differing analyses of development problems and divergent, if not contradictory, solutions, the emerging consensus in the international community around the broad objectives for development continues to develop. Poverty alleviation and eradication via a two-pronged approach of employment creation and the provision of basic social services have gained credence among international financial institutions. This, together with the focus of the United Nations Development Programme (UNDP) on human development and the emphasis of the United Nations Conference on Environment and Development (UNCED) on sustainable development, are helping to forge a broad and generally agreed-upon framework for development action that has never existed before.

7. This plan period will witness three additional international events that should strengthen this consensus further: the International Conference on Population and Development, in 1994; the Fourth World Conference on Women, in 1995; and, also in 1995, the World Summit for Social Development. The latter is especially crucial for it has the potential to emphasize either past divergences or lead to an even wider and more constructive consensus on world-wide approaches to the social problems of humankind.

8. At the operative level, growing inter-agency coordination and agreement, supported by various provisions of General Assembly resolution 47/199 of 22 December 1992, can be expected to improve the efficiency and effectiveness with which international cooperation resources are used.

II. GOVERNING PRINCIPLES OF UNICEF ACTIVITY

A. The bases of UNICEF strategy in the 1990s: the decade's goals for children and the Convention on the Rights of the Child

9. The basic objectives of UNICEF and the broad outlines of its strategy for the entire decade of the 1990s were set by the Executive Board at the beginning of the decade and will continue to guide the organization during the period 1994-1997. At its 1990 session, the Board approved the goals and strategies for children and development (E/ICEF/1990/L.5 and E/ICEF/1990/CRP.2) and called upon States to support them (E/ICEF/1990/13, decision 1990/2). This call was answered on the occasion of the World Summit for Children in September of that same year, when virtually identical goals were endorsed by the participating world leaders (see annex III to the present document for the complete list of

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goals). In 1991, the Executive Board requested the Executive Director to ensure that UNICEF "provides full support to developing countries within its mandate, comparative advantages and resources, for the achievement of objectives contained in the Declaration and Plan of Action adopted by the World Summit for Children" (E/ICEF/1991/15, decision 1991/10).

10. The principal instrument for countries to implement the commitments they made at the World Summit for Children is the national programme of action, in which each country adapts the global goals of the World Summit to its own reality, develops strategies and programmes for achieving those goals, examines costs and financing arrangements for that effort and establishes mechanisms for measuring progress towards the achievement of the national programme of action targets. As of 31 January 1994, 92 countries had completed national programmes of action, covering 86 per cent of children in developing countries and 80 per cent of the world's children. Over 90 per cent of the world's children now live in countries that either have finalized or drafted a national programme of action. Thus, an entirely new dimension has been added to planning for the survival, development and protection of children around the world. In as much as UNICEF planning must be coordinated with, and based on, national planning for children, national programmes of action provide the essential background and context for UNICEF cooperation with individual countries and, consequently, for the present medium-term plan.

11. In its decision 1990/2 (see E/ICEF/1990/13) approving the goals for children and development in the 1990s, the Executive Board stated that the strategies for children "should be situated within general development strategies and should take into account, inter alia, national capacity-building, poverty alleviation, people's, in particular women's, empowerment and participation in planning and implementation, sustainability and environmental soundness, and coordinated and intersectoral policies ...". It also laid out five major areas that would be the focus of UNICEF activities: integrated primary health care (PHC), with special emphasis on maternal and child health (MCH), including safe motherhood and family planning; food and nutrition; safe water supply and environmental sanitation; basic education, with special emphasis on girls and women; and children in especially difficult circumstances. "The principles mentioned above", says the decision, "will guide the formulation of the UNICEF medium-term plan ...".

12. Another determinant of UNICEF planning that occurred in 1990 was the entry into force of the Convention on the Rights of the Child, which the Executive Board had been supporting so vigorously during the preceding several years. As of January 1994, 170 countries had signed the Convention and 154 had become States Parties by ratification or accession. While the Convention includes virtually all of the areas encompassed by the goals for children and development, the rights contained in the Convention are broader in scope than those encompassed by the goals. In its decision 1991/9 (see E/ICEF/1991/15) the Executive Board urged all States to ratify the Convention and encouraged UNICEF to cooperate in the following areas: (a) development of national mechanisms to gather gender-specific and area-specific data; (b) systematic incorporation of Convention issues in situation analyses; (c) reviews of legislation pertaining to children; (d) relevant studies on Convention-related issues; (e) strengthening knowledge of the Convention among UNICEF staff and relevant

governmental and non-governmental bodies; and (f) dissemination of information and education on children's rights among children, youth and influential groups.

Mid-decade goals

13. The plan period 1994-1997 spans the middle of the decade and thus the point at which measurable progress towards the decade goals must be registered if their pursuit is to remain credible. Against a background of severe resource constraints, a limited set of shared goals to be achieved by mid-decade has emerged, goals whose achievement is possible in most countries, even with very limited resources. In 1992, the International Conference on Assistance to African Children (ICAAC) at Dakar, sponsored by the Organization of African Unity (OAU), the Ministerial Meeting of the South Asian Association for Regional Cooperation (SAARC) Member States concerning Children in South Asia at Colombo, and the League of Arab States meeting at Tunis, each adopted a set of mid-decade goals, which were subsequently endorsed at summit level by OAU, SAARC and the League Ministerial Council. In February 1993, the UNICEF/World Health Organization (WHO) Joint Committee on Health Policy (JCHP) adopted a set of mid-decade goals derived largely from those of OAU and SAARC. These were subsequently endorsed by the Executive Boards of UNICEF (see E/ICEF/1993/14, decision 1993/16) and of WHO in May 1993. The same session of the UNICEF Executive Board also endorsed the year 1995 as a target date for every State in the world to have become a party to the Convention on the Rights of the Child (E/ICEF/1993/14, decision 1993/13). The Asia and Pacific Ministerial Consultation at Manila, endorsed these goals in September 1993. At the end of the same month, on the third anniversary of the World Summit for Children, a round table was convened at United Nations Headquarters by the Secretary-General, at which seven heads of State or Government, along with special envoys and foreign ministers from another 17 countries, renewed their commitment to the decade goals and endorsed the targets for the mid-decade.

14. The mid-decade goals are as follows:

(a) Elevation of immunization coverage of the six antigens of the expanded programme on immunization (EPI) to 80 per cent or more in all countries;

(b) Elimination of neonatal tetanus by 1995;

(c) Reduction by 95 per cent in measles deaths and reduction by 90 per cent of measles cases compared to pre-immunization levels by 1995, as a major step to the global eradication of measles in the long run;

(d) Elimination of polio in selected countries and regions;

(e) Virtual elimination of vitamin A deficiency (at least 80 per cent of all children under 24 months of age in areas with vitamin A deficiency should receive adequate vitamin A);

(f) Universal iodization of salt in countries affected by iodine deficiency disorders (IDD);

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(g) Achievement of 80 per cent usage of oral rehydration therapy (ORT) and continued feeding as part of the programme for control of diarrhoeal diseases (CDD);

(h) Ending and preventing free and low-cost supplies of breast milk substitutes in all hospitals and maternity facilities; having target hospitals and maternity facilities achieve "baby-friendly" status in accordance with global criteria of the Baby Friendly Hospital Initiative (BFHI);

(i) Interruption of dracunculiasis (guinea worm disease) transmission in all affected villages by the end of 1995;

(j) Ratification of the Convention on the Rights of the Child by all countries;

(k) Reduction of 1990 levels of severe and moderate malnutrition by one fifth or more;

(l) Strengthening of basic education so as to achieve reduction by one third of the gap between the current primary school enrolment/retention rate and the goal for the year 2000 of universal access to basic education and achievement of primary education by at least 80 per cent of school-age children, and reduction of the 1990 gender gap in primary education by one third;

(m) Increasing water supply and sanitation so as to narrow the gap between 1990 levels and universal access by the year 2000 by one fourth in the case of water supply and one tenth in the case of sanitation.

15. Individual countries and regional groupings have adopted other mid-decade goals as well, many of them more ambitious than those above. Achievement of these mid-decade goals would assure that the momentum towards accomplishing the full set of decade goals is maintained. At the same time, it would avert the deaths of an additional 2 million children. During the first two years of this plan period, therefore, priority emphasis will be given to supporting countries in achieving these goals.

B. The country programme process and its relation to global and regional goals and strategies

16. The principal instrument for the UNICEF contribution to the achievement of goals for children is the country programme, which is fundamental to UNICEF cooperation with developing countries and is the chief means by which that cooperation is translated into action for children. Based on a thorough analysis of the current situation of children and women and an evaluation of past UNICEF cooperation in the country, the country programme will continue to be prepared in partnership with the Government, to be based on national priorities, agreed upon by both parties, and implemented, monitored and evaluated by national institutions making use of UNICEF financial and technical support as required. UNICEF financial commitment to the country programme will continue to be approved by the Executive Board, generally following a five-year programming cycle scheduled to support the government planning cycle. In line

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with agreements of the Joint Consultative Group on Policy (JCGP), UNICEF programme cycles are increasingly being harmonized with those of UNDP and the United Nations Population Fund (UNFPA).

17. During the 1980s, the country programme began to take on broader dimensions. In the past, it tended to focus on somewhat limited, though important, aspects of the situation of children in a country. As situation analyses have improved steadily in quality, and with national programmes of action and the Convention on the Rights of the Child now providing the nationwide planning context, country programmes have begun to focus increasingly on the catalytic role of Government-UNICEF cooperation in strategic actions aimed at the entire child population and the major issues affecting children in the country. Advocacy and social mobilization, planning, capacity-building, monitoring and evaluation, child rights and "putting knowledge to work for children" have all become more integral parts of the country programme. Nevertheless, the bulk of UNICEF resources, in most countries, continues to be devoted to concrete programmes and projects that produce and sustain specific improvements in the lives of measurable numbers of needy children, especially in the areas of health, nutrition, education and water supply and sanitation. These concrete projects and programmes, however, are planned not only for the number of children benefiting directly, but also for their strategic impact on the well-being of the larger child population. UNICEF-supported programmes and projects should have a capacity-building effect, an advocacy effect, an empowerment effect, a demonstration effect and a catalytic effect on activities for children throughout the country. Thus, the country programme is conceived as an instrument for using strategically a very limited package of combined internal and external resources for maximum impact on the well-being of all children in need within the country. The continued evolution of the country programme in this direction will be fostered during the plan period.

18. In addition to the funds allocated to each country programme at the start of the regular programming cycle, the Executive Board approves a limited amount of global funds which serve (a) to provide additional programme resources to countries for innovation and/or the introduction and acceleration of actions in priority areas of UNICEF programmes in the middle of a normal five-year programme cycle and to build capacities for sustainable programmes; (b) to provide technical support to countries from headquarters and regional offices in programme development, implementation, monitoring and evaluation; (c) to promote awareness of children's needs and problems at regional and international levels to articulate goals, priorities, policies and strategies for meeting children's needs and to help mobilize support and resources for programmes for children and women; (d) to support inter-agency and inter-institutional cooperation and collaboration, including networking and experience exchange, at international, regional and intercountry levels; and (e) to respond to emergencies. These funds, general resources and supplementary funding together, constitute about 12 per cent of annual planned programme expenditure. Of this, between two thirds and three fourths generally are allocated to supplement country and regional programmes and the remainder to programme support provided by headquarters.

19. In close collaboration with other relevant United Nations organizations, UNICEF also has a special responsibility with regard to periodic reporting on

progress towards the achievement of the goals for the decade as called for in paragraph 34 (v) of the Plan of Action of the World Summit for Children. This responsibility has national, regional and global dimensions. Each country was urged by the World Summit to establish appropriate mechanisms for the regular and timely collection, analysis and publication of data required to monitor progress towards the goals of its national programme of action. In close collaboration with other agencies in their respective fields, UNICEF supports the development of such mechanisms with the limited resources that the country programme provides for such support. UNICEF regional offices collaborate with other regional institutions to gather and present comparable and reliable data for analysis and advocacy at the regional level. UNICEF headquarters collaborates with the headquarters of other organizations to analyse and report on progress at the global level. Consultations between WHO and UNICEF have resulted in a set of common indicators for monitoring the health-related goals of the World Summit for Children and a new publication, The Progress of Nations, launched in September 1993, will help to focus public attention on the promises made at the World Summit and how countries are progressing in the fulfilment of those promises.

20. The Secretary-General was requested by the World Summit for Children to arrange for a mid-decade review, at all appropriate levels, of the progress being made towards the implementation of the commitments of the Summit Declaration and Plan of Action. Certainly, the World Summit for Social Development, taking place as it will in 1995, is a most appropriate occasion for nations to review the progress they are making towards the goals they adopted at the World Summit for Children and endorsed again at UNCED. The Executive Director is of the opinion that the World Summit for Social Development should focus on achievements in social development as well as on continuing problems, and that progress towards the goals for children will be one of the main positive elements on which to report. In addition, however, a review in the second half of 1996, after data for 1995 become available, will be necessary and would be coordinated with WHO, UNFPA and the United Nations Educational, Scientific and Cultural Organization (UNESCO).

III. POLICIES AND PRIORITIES

21. The present medium-term plan considers "strategy" to mean a coherent set of policies, priorities, programmes and projects that defines the path to be pursued. Global strategy establishes policies and priorities as well as certain instruments which the organization as a whole prefers to use in the world-wide pursuit of its objectives. In each major programme area, such as health or education, global strategy can become somewhat more specific concerning preferred ways of working in that sector at the country level. At the country level, however, where the bulk of UNICEF resources are committed, sectoral strategies must be combined into a coherent intersectoral strategy, one that is determined in partnership with a Government and in pursuit of the objectives of the country programme. Thus, UNICEF strategy takes on tangible form primarily at the country level. The present medium-term plan summarizes the policies, priorities and recommended instruments for developing strategy at the country level, together with more specific strategies for internal management and

advocacy at the global level, while the country programme recommendations summarize the country strategy.

22. The 1992 multi-donor evaluation of UNICEF (E/ICEF/1993/CRP.7) called upon the organization to make more explicit choices among "three basic intervention strategies" which, in its view, cover the bulk of the organization's activities: (a) support to the delivery of specific social services; (b) capacity-building for sustained programme delivery; and (c) empowerment of target group members. The evaluation recognized that these are not mutually exclusive. These matters are considered more at length in an analysis of responses received on issues covered in the multi-donor evaluation, to be presented to the Executive Board in 1994 (E/ICEF/1994/L.7). The present document and the country programme recommendations being submitted to the Executive Board in 1994 demonstrate that UNICEF has taken this recommendation to heart and is endeavouring to clarify the extent to which each of these aspects of the country programme process is being implemented across all country programmes.

A. Child survival, protection and development

23. UNICEF is concerned with the rights of children to survival, protection and development. These three aspects of children's rights are seen not as separate options, but as interactive and mutually supportive. As children can neither develop nor be protected unless they survive, the right to survival receives special emphasis in countries with high under-five mortality rates (U5MRs). But even in those countries, mere survival is clearly not enough. Nutrition and education join health, water supply and sanitation in most country programmes. The decade goals for children help to give focus and urgency to UNICEF activities in those four areas. Children's rights to protection cover a broader set of concerns, of which one or more can be found in most country programmes, but the whole range is few, if any. UNICEF child protection priorities during the present decade are to improve the protection of children in especially difficult circumstances (the choice of target groups depending on which problems are particularly acute in each country situation), to promote universal ratification of the Convention on the Rights of the Child and to support implementation of the Convention in the ways laid out by the Executive Board in decision 1991/9 (see E/ICEF/1991/15).

B. Priority to the feasible

24. UNICEF has always been characterized by its pragmatic response to concrete needs. This has meant a focus on support for accelerating national action to achieve what is readily achievable. It also means not wasting energy lamenting what cannot be done and getting on with what can be achieved rapidly and effectively under present constraints, without losing sight of the more desirable totality of objectives. Targets for mid-decade are characteristic of such an approach in that they represent that portion of the decade goals which can be achieved even under current resource constraints. Achievement of the mid-decade goals should add to the momentum of pursuing the larger agenda for the decade and, in the process, attract more resources for that pursuit. Nor does it mean doing only that which is easiest. The universality of the goals

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for the decade and mid-decade obliges the organization to pursue, with its partners, the more difficult cases - the unreached, the poorest of the poor.

C. Sustainability and national capacity-building

25. While strategies and programme responses will differ among countries and for different goals, the question of programme sustainability and national capacity-building is being addressed in most situations in political, financial, technical and managerial terms. All programme cooperation activities supported by UNICEF will strive to incorporate those dimensions as key features in the formulation, implementation and assessment of programmes and projects. While prospects for financial sustainability are brighter in Asia, the Americas and the Caribbean and the Middle East and North Africa, selective international support for recurrent costs is likely to be needed in Africa for the foreseeable future, unless the continent's economic deterioration is reversed. In this connection, the growing experience in community financing and management acquired in the Bamako Initiative will enable UNICEF to play a significant role in Africa and elsewhere in strengthening national and local capacity to provide basic services.

26. Key institutions and infrastructure will be strengthened through training, improved supervision systems, more efficient resource mobilization and financing and operational research, refining service delivery systems in much of Asia, the Americas and the Caribbean and the Middle East and North Africa, and continuing to build systems in most of Africa. Effective management of trade-offs between going to scale with coverage and improving the quality of services will be essential. All countries will need to improve cost-efficiencies to cushion against faltering of service delivery as fewer external resources become available.

27. To strengthen community capacity and sustainability, stronger community advocacy and management capabilities will be supported. New community partnerships and cooperation with non-governmental organizations (NGOs) will be cultivated to improve the prospects for sustainability and capacity-building through more effective social and resource mobilization and more community management of services. In this context, UNICEF will also support further efforts to improve service delivery in ways that stimulate community management capacities, for example through the extension of experience gained from the Bamako Initiative, through community-managed child growth monitoring and promotion and/or increased access to water supply and sanitation. Among the poor, UNICEF will also strengthen linkages between basic services and other strong community-felt needs, such as employment, to stimulate highly sustainable participation from poor families. While UNICEF itself will not normally be supporting employment-generation activities directly, it can and will work closely with partners and allies that do provide direct support for such activities.

D. Empowerment

28. Empowerment occurs at many levels, at individual, family and community levels as well as among wider groupings of civil society. The emphasis of UNICEF since the early 1980s on social mobilization and social communications has had as its principal objective the empowerment of individuals and families with the knowledge, information and skills necessary to lead a better life, to demand their rightful share of development resources and benefits, and to participate effectively in all societal processes and decisions. Achievements in this area, not by UNICEF alone but by a world-wide partnership in social communications for children, are undeniable. Yet many of the lessons learned from social communications in such areas as immunization are only now being applied to other concerns, and there is still a great deal to be done. Strengthening of social communications capacities within UNICEF offices and among partners in government and civil society to empower further individuals and families will continue during this plan period. This is manifested in various parts of the plan in relation to health, women in development, water supply and sanitation, education and the Convention on the Rights of the Child.

29. UNICEF has also had a solid record over the years with regard to community empowerment. As the trend towards democratization and decentralization gathers momentum, opportunities to support more community-empowering activities will grow. The involvement of all national partners, from national Governments to district-level authorities to the community level, through participatory development activities to achieve the empowerment of the most vulnerable and disadvantaged, will be a basic concern for UNICEF because of its commitment to the basic rights of children and women and as an essential component of sustained development. Instances of this are given throughout the present plan, in relation to each sector of activity and to instruments such as area-based development and social mobilization. The Bamako Initiative provides the lead model in the health sector.

E. Reaching the unreached and disparity reduction

30. All children, irrespective of their ethnic, cultural and geographic origin within a country, must be the beneficiaries of programmes to achieve the goals for children and development in the 1990s. Reducing serious disparities between the mainstream population and marginal groups and eliminating gender disparities are crucial for achieving several of the major 1990s goals, including universal access to basic education and the eradication and elimination of diseases and micronutrient deficiencies. The Convention on the Rights of the Child offers a new instrument for advocacy in favour of unreached and marginalized children. In implementing Executive Board decision 1991/6 (see E/ICEF/1991/15) on reaching the poorest, UNICEF and its partners have been steadily improving the process of preparing the situation analysis to achieve a more thorough knowledge of the conditions of the poorest children and of lessons learned for reaching them and their families more effectively. The programming approach will continue to be improved with a view to making the data collected even more relevant to the problems, determining appropriate phasing and geographical concentration of activities and devising methods of targeting the disadvantaged as beneficiaries and participants. Monitoring of progress towards the decade goals provides an

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opportunity not only for more targeted programming, but also for public advocacy in favour of the unreached and the disadvantaged.

F. Environmental enhancement

31. Following Executive Board decision 1993/14 (see E/ICEF/1993/14), efforts will be made to integrate the concept of primary environmental care (PEC) into UNICEF-assisted programmes for health, nutrition, education and water supply and sanitation in order to reinforce sustainability, empower people and communities and make optimal use of natural resources in and around the community, in conjunction with the achievement of the mid-decade goals. Guidelines containing conceptual and operational frameworks, including indicators and methods, are being developed to help UNICEF country offices, wherever feasible and appropriate, towards systematic analysis of environmental causes and consequences during situation analyses, programme reviews and evaluations, strategy formulations and country programme discussions.

32. During the plan period, UNICEF will (a) intensify efforts to reach the poorest who are living in environmentally stressed and vulnerable conditions; (b) pay special attention to environmental education for increasing the awareness of children and women about better livelihood opportunities and environmental improvement; and (c) build solidarity with NGOs for inclusion of the concerns of children and women in grass-roots activities in support of environment and sustainable development.

33. The mandate, experience and operational flexibility of UNICEF will be used to (a) assist Governments and other partners in operationalizing the environmental aspects of their national programmes of action; (b) provide modest "seed funds" to UNICEF partners, especially NGOs and community organizations, to initiate innovative PEC activities for demonstrating their viability for larger-scale implementation; (c) encourage social mobilization through schools, non-formal education, communication channels and health centres so that children and their parents become effective focal points for sensitizing communities to environmental issues; and (d) support advocacy activities to incorporate the concerns of children and women into relevant policies and strategies at local, regional and national levels.

G. Going to scale

34. For any programme to be effective at the national level it must reach all, or at least most, children. In the past decade, UNICEF has gained a good deal of experience in going to scale in child health and survival programmes, especially in relation to universal child immunization (UCI), ORT and child nutrition, and primary education in some countries of Asia and Latin America. During the plan period, UNICEF will support and promote the application of cost-effective service delivery systems such as UCI Plus, the delivery of additional basic services delivered through the immunization system. The establishment of the global immunization network has resulted in some 500 million contacts between health workers and children each year. Special efforts will be made to utilize and build upon this system to deliver more

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comprehensive MCH services such as vitamin A supplements, training and promotion for correct case management of diarrhoeal diseases and acute respiratory infections (ARI), and other health and nutrition interventions. This will be done through a two-pronged approach of supporting the formulation of national policies and strategies, while also assisting trials and demonstrations on a significant local scale so they can be incorporated into the national programme.

35. The most critical element in going to scale is mobilization of crucial organizations and groups. Much has been achieved with the mobilization of state and government leaders, the mass media and technical and professional communities. More attention will be given to mobilizing sustainable community participation and the involvement of NGOs and the private sector, as going to scale requires major community empowerment efforts. Experiences such as UCI and the Bamako Initiative, among others, have shown that community and private sector groups are capable of playing major roles in stimulating accountable political commitments at different levels, monitoring of results with feedback and problem-solving mechanisms, and in many cases the delivery of services such as primary education, growth monitoring and promotion, water supply and environmental sanitation and iodization of salt. Thus, going to scale will require stronger partnerships between governmental and non-governmental sectors at national and local levels in most countries.

H. Accountability

36. Accountability is an issue of both effectiveness and efficiency in the entire organization's use of resources. The effective use of resources by UNICEF is measured ultimately in the degree of sustainable progress achieved in child survival, development and protection, and specifically during the present decade by the progress made towards achieving the goals for the decade approved by the Executive Board. Not all such progress, however, can or should be attributed to UNICEF activity alone, as happily there are many other actors working for the well-being of children, including Governments, NGOs and other international organizations. It is often impossible, and even undesirable, to attempt to assess the impact of the UNICEF input to a given activity independent of these other actors.

37. What UNICEF can do, and do better than it does at present, is to support its partners in government, NGOs and civil society to measure the impact and cost of the activities undertaken together and to use the results of such measurement to improve programme and project management. UNICEF is fully committed to, and working towards, improving its accountability mechanisms in this sense. This approach is already being built into the programmes of the Evaluation and Research Office. The newly created Office of Social Policy and Economic Analysis will work with both UNICEF staff and counterparts at the country level to strengthen capacities for analysis of programme and project cost-effectiveness. Thematic analyses by sector, such as in the areas of water supply and sanitation and education, are also planned. These will include sustainability issues, as in the case of EPI and its costing. A comprehensive review of the cost-effectiveness of emergency operations is also planned.

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38. The internal efficiency with which operational resources are used is an area over which the organization has more direct control and is also an area in which improvements are being made and will continue. The ratio of administrative and programme support budget expenditure to total net expenditure has declined from 23 per cent in 1986 to 18.8 per cent in 1993. The Supply Division has increased its item requisition volume by 14 per cent and its throughput of purchase orders by 31 per cent per staff member since 1989, while the Accounts Section has increased the number of transactions per staff member by 60 per cent since 1987. As a consequence of computerization, there has been a nearly 10 per cent reduction in the ratio of secretaries to Professional staff at headquarters between 1992 and 1994. The 1994-1995 biennium will see a 5 per cent reduction in the travel budgets of international Professional staff. Additional improvements in efficiency, in terms of both procedures and human resources skills, are mentioned in paragraphs 227 to 239 below. In the longer term, the programme manager system (see para. 189 below) is expected to link expenditure and output more tightly and streamline the reconciliation of headquarters and field office accounts. The secretariat has implemented the recommendations of the 1991 Reference Group of the Executive Board for providing clearer links between administrative and programme budgets and continues to refine and clarify these linkages. The management study of UNICEF to be undertaken in 1994 will no doubt contribute greatly to the achievement of further efficiencies.

I. Inter-agency cooperation

39. The increasing consensus in the international community that long-term, sustainable human development should be a major focus of national and international efforts provides a unique opportunity for the United Nations system to pursue a set of objectives around which much stronger inter-agency collaboration can be moulded. Many processes have been set in motion to help support the achievement of those goals. These include Agenda 21, the UNDP human development initiative, the World Bank poverty initiative and the upcoming World Summit for Social Development, International Conference on Population and Development and Fourth World Conference on Women. The World Summit for Children and its follow-up are also such processes. Indeed, the goals of the World Summit for Children were often the product of inter-agency collaboration, particularly with WHO in the area of health; UNESCO and the World Bank in the area of basic education; UNFPA in maternal health and family planning; the World Food Programme (WFP) and the International Fund for Agricultural Development in the area of nutrition; and UNDP, the World Bank and WHO in the area of water supply and sanitation.

40. Many valuable mechanisms to support such collaboration were spelt out by the General Assembly in its resolution 47/199 of 22 December 1992. These include the country strategy note, the strengthening of the resident coordinator system through the field-level committee of all resident United Nations system representatives, the establishment of common premises and the continuing development of system-wide training programmes. UNICEF, which has been chairing the JCGP subgroups on harmonization of cycles and common premises, will continue to play an active role in helping the United Nations system to operationalize these mechanisms. UNICEF also welcomes recent decisions of the General Assembly

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on governance of the United Nations system and will collaborate fully with all their provisions.

41. At the headquarters level, UNICEF will be working actively in forums such as the Administrative Committee on Coordination (ACC), including its Committee on Field Activities, the new Consultative Committee on Programme and Operational Questions and the Inter-agency Committee on Sustainable Development, JCGP and the JCGP Advisory Group on Environment and Sustainable Development. At the country level, UNICEF expects that countries and other United Nations entities will see national programmes of action as key documents for the development of common strategies for human development.

42. UNICEF welcomes the new inter-agency approach to emergencies and will continue to coordinate closely with the Department of Humanitarian Affairs of the United Nations Secretariat (DHA) and with its partners in the field, especially the Office of the United Nations High Commissioner for Refugees and WFP, as well as with the many NGOs that work in emergency situations.

J. Strengthening the family

43. The UNICEF commitment to the family has been reinforced through its participation in preparations for the International Year of the Family (1994). All UNICEF programmes for child survival, protection and development are centred around children and women in the family. Families are of vital importance for achieving the Summit goals for children and the forward-looking strategies for the advancement of women. Families, therefore, are a focus of programme action and mobilization in UNICEF-assisted programmes.

44. In strengthening family roles, the focus of UNICEF action in the medium term (1994-1997) will be to promote support for children and greater gender equity within the family in the allocation of resources, the sharing of responsibilities and decision-making. This will enable children to benefit from the financial and emotional resources of both parents. In this regard, an important area of concern is the role of fathers in family responsibilities and child-rearing. The unequal and often heavy workload of women and girls in child-rearing, home management, economic production and social and community services calls for action in promoting equitable work and sharing of responsibility and in facilitating access to, and use of, appropriate technology to reduce women's burdens. The disadvantages of the girl child start with discrimination in her own family. Action to break this cycle of disadvantage must begin with the family, through programmes that aim to change negative attitudes and increase the social value of the girl child.

IV. MAJOR FIELDS OF ACTIVITY

45. At the operational level, country programmes are multisectoral and synergistic. For purposes of planning and analysis, however, specific activities to achieve the goals for children and development are separated into several major programme areas in keeping with decision 1990/2 (see E/ICEF/1990/13) of the Executive Board.

A. Primary health care

46. The majority of the goals for children and development in the 1990s are in the health sector. Among the major goals are a one third reduction of infant and under-five mortality and the halving of maternal mortality. Supporting goals include raising immunization coverage to 80 per cent or more in all countries by 1995 and to 90 per cent by the year 2000; reducing measles deaths by 95 per cent and measles cases by 90 per cent by 1995; eliminating neonatal tetanus by 1995; eradicating poliomyelitis globally by the year 2000; reducing the incidence of and deaths due to diarrhoea; and reducing deaths due to ARI.

47. The challenge facing UNICEF in the health sector during the 1990s is to support countries in universalizing access to knowledge, technologies and care that can contribute to significant reductions in morbidity, mortality and malnutrition among children and women. This implies the strengthening, revitalization or establishment of PHC structures and systems as well as the will to achieve key health sector goals in the 1990s. Because of the achievement of UCI globally, there are now over 500 million yearly contacts between health systems and families. During the plan period, UNICEF will support the addition of other key actions such as ORT and micronutrient supplementation to immunization services (UCI Plus), the broadening of immunization structures into PHC structures and the incorporation of management information systems into all these structures.

48. Working closely with WHO and UNFPA, UNICEF will collaborate with Governments, NGOs, the private sector and international and bilateral specialized and development agencies to facilitate the redefinition of national and global health strategies and activities, especially in the areas of the health of children and women and family planning. Support will also be provided to define an integrated set of services that are more responsive to national and local needs in terms of both culture and local epidemiology, to strengthen national management capacity and to broaden financing options in pursuit of equity, sustainability and self-reliance.

49. The reduction of infant, child and maternal mortality and morbidity requires an adequately functioning health system, especially at district and peripheral levels, that is able to provide preventive, curative and promotional health services. UNICEF will continue to support the strengthening of health systems to provide key interventions that address priority problems of children and women as well as mobilization efforts that stimulate better health behaviour and practices.

50. At the global level, UNICEF will work to strengthen collaboration with such allies as, inter alia, Rotary International, Junior Chambers International (JCI), the NGO Group on Primary Health Care and the Christian Medical Commission/Pharmaceutical Advisory Group, to promote the expanded PHC focus.

Child health

Reducing infant and under-five mortality

51. Achieving the goal of reducing infant mortality rates (IMRs) and U5MR by one third, or to 50 and 70 per 1,000 live births respectively, whichever is less, must be the cumulative result of efforts towards many of the other goals for the year 2000. The reasons for infant and child mortality are numerous and complex. The immediate cause of a child's death is usually a disease that is often preventable or could be readily treated with low-cost interventions. Behind the immediate cause of death, however, lie factors such as malnutrition, ignorance and, ultimately, poverty and inadequate human development. To reduce mortality as a whole, it is important to emphasize these determinants and the need for interventions that make the greatest difference for children most at risk. Infant health and the risks of infant mortality are also intimately linked to maternal health and perinatal problems.

52. As far as health interventions can contribute to the reduction of IMR and U5MR, three principal sets of convergent activities will be supported: (a) the control of specific diseases that are major killers and for which operationally feasible responses exist; (b) the identification and focus of activities on geographically and/or socio-culturally identified populations with high IMR and U5MR; and (c) the convergence of supportive actions in health communications, social mobilization, education and other areas that contribute to the achievement of the objective.

53. While the relative significance of specific diseases will vary from country to country and from region to region, major causes of child death in countries and regions with high IMR and U5MR are most likely vaccine-preventable diseases, diarrhoea, ARI, malaria and perinatal causes, many of which are related to the condition of the mother during pregnancy. There will be no significant overall reduction in IMR and U5MR, however, if actions are not focused on areas and social groups with the highest mortality rates. Supportive actions such as improved nutrition, basic education, support for economic activities, provision of water and sanitation, birth spacing and the improved role and status of women will make major contributions in reducing infant and child mortality and in sustaining the rates at lower levels. Two additional factors that will also contribute significantly to the achievement of this goal are improved technologies (especially improved and new vaccines) and new insights into the control of acquired immune deficiency syndrome (AIDS) in endemic areas. Finally, the empowerment of people with the knowledge and information required to lead a better life and to take preventive decisions (as summarized, for example, in Facts for Life), will assist in the reduction of infant and child mortality.

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Immunization

54. Primary attention and resources will be devoted during the plan period to consolidating, strengthening and sustaining EPI as a whole, improving the quality of services, enhancing management capacity, increasing cost-effectiveness and programme efficiency and promoting improved coverage in areas and countries that are below the 80 per cent target. This will require significant investment in operations research, replacement of cold-chain and injection equipment, continued provision of vaccines and additional support for training, monitoring and evaluation. Special attention will be paid to improving national and subnational epidemiological capacity to monitor disease incidence and to set up rapid response systems to control disease outbreaks. Surveillance activities supported by UNICEF should include measles and tetanus as well as polio.

55. UNICEF will work closely with WHO and other partners in the Children's Vaccine Initiative to ensure adequate quantities of high-quality vaccines to meet the needs of EPI throughout the 1990s. Forecasts of vaccine requirements indicate that volume will continue to increase. Prices are also under inflationary pressure. A strategy has been developed that includes (a) supporting the 14 countries which have the capacity to become self-sufficient in vaccine production; (b) encouraging Governments to begin to budget for vaccines as a strategic development item and facilitate, through the Vaccine Independence Initiative, the procurement of vaccines on behalf of Governments, either with convertible or local currencies; (c) soliciting the support of the donor community to provide greater resources for the procurement of vaccines for EPI; and (d) working in partnership with international vaccine suppliers to ensure affordable prices for current and new and improved vaccines.

56. The dramatic reduction in measles targeted for the decade will be achieved through reaching high levels of coverage of children in all communities. In addition, case-finding and rapid responses to outbreaks will be required. In many countries, infants contract the disease prior to receiving their vaccinations, which highlights the urgency for a vaccine that can be given earlier in life. UNICEF will work closely with WHO and other partners to develop and strengthen measles surveillance activities in all countries.

57. Neonatal tetanus will be eliminated through a two-pronged strategy: (a) immunizing all women prior to delivering a child; and (b) providing for a clean birth process by a trained health worker. The immunization of women of child-bearing age with tetanus toxoid vaccine is the most viable strategy. Strong social mobilization efforts will be required to raise coverage levels. Priority should be given to women with the highest risk. Vaccine quality, especially for vaccines produced in developing countries, must be assured. UNICEF will work together with WHO to assist Governments to reach high levels of coverage and to develop sufficient epidemiological capacity to target high-risk areas and also to assure vaccine quality.

58. The global polio eradication strategy includes augmenting routine infant immunization with special mass immunization campaigns targeting children under five years of age as well as rigorous case-finding and local outbreak control. These special activities, when implemented globally, will require approximately

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a tripling of vaccine volume. Tentative estimates are that the cost (to UNICEF and/or Rotary International or other donors) for polio vaccine could be as high as $30 million to $40 million annually. The Rotary Polio Plus programme has given clear signals that it will phase down its 1992 commitment of $33 million to $10 million annually by 1995. UNICEF will work closely with WHO and Rotary International to find the resources to move ahead with the global eradication campaign. The western hemisphere has been free of indigenous polio since September 1991. The global programme will be phased to establish polio-free zones in East Asia, the Middle East and North Africa and in southern Africa. These zones will be expanded gradually so that, by the year 2000, the entire world will be free of polio. This will be done in parallel with the development and perfection of case-finding and rapid response capacity.

Control of diarrhoeal diseases

59. With only one third of families practising ORT (resulting in saving 1 million lives annually) and over 3 million young children still dying from diarrhoea every year, there is need for further acceleration to achieve the mid-decade target of 80 per cent use of ORT and the decade goal of reduction by 50 per cent of mortality and by 25 per cent of morbidity from diarrhoeal diseases by the year 2000. Five key strategies have been defined for the period 1994-1997:

(a) Empowering every family to practise ORT as a life-saving measure - "making ORT a family habit". Continued feeding, breast-feeding and other preventive measures are integral to this family message;

(b) Ensuring that every health provider prescribes oral rehydration salts (ORS) for every diarrhoea patient seeking care. Currently, 10 to 20 per cent of physicians prescribe ORS for diarrhoea, but 70 to 80 per cent of them prescribe unnecessary drugs. This has to change. Village healers and traditional practitioners need to know about ORT and ORS and to promote them actively. All pharmacists should stock ORS and provide it for every diarrhoea patient;

(c) Establishing correct case management through all health providers. Correct case management needs to be established at all health facilities, both government and private. ORT has to be promoted and ORS prescribed for every child with diarrhoea. Every case of dysentery with blood and cases with persistent diarrhoea will require appropriate treatment. Adequate training, drugs and supplies, together with a sound management information system, will be required;

(d) Making ORS widely available. From the current production of 500 million sachets per year, the production needs to double to 1 billion to meet the ORS programme requirements. The commercial sector needs to be encouraged to produce and promote ORS. Every village needs to ensure that its inhabitants have 24-hour access to ORS;

(e) Promoting preventive measures. Breast-feeding, immunization, hand-washing, adequate sanitary facilities and availability of adequate quantities of water are all important in preventing diarrhoea. Multisectoral

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interventions that promote all these components and services will be promoted actively.

60. Each country will devise its own operational strategy. The involvement of NGOs is crucial and social mobilization will be a key component. Social communications will focus attention on the problem before the peak seasons of diarrhoea in summer and winter so as to generate demand for services and sustain interest in the programme. Supplies of drugs, training and monitoring will also be important.

Control of acute respiratory infections

61. ARI account for more than one fourth of all illnesses and deaths among children in the developing world. Far greater attention will be needed to control ARI and manage pneumonia if the goal of reducing deaths due to pneumonia by one third is to be achieved by the year 2000. The critical programme elements have to be established during this plan period 1994-1997. The two most important are that (a) all health providers and facilities should offer correct case management, and such facilities should be easily accessible to all communities; and (b) parents need to bring their children promptly for care, when necessary.

62. Appropriate antibiotic therapy needs to be available at the front line and backed up with referral units that have oxygen. The critical elements are to make drugs and supplies available and to have skilled health personnel. Alternatives will be explored for this purpose. Appropriate modifications will be made in the operational strategies of the Bamako Initiative to ensure that correct case management for pneumonia is available at every health centre through training, monitoring, planning, logistics, community management and other programme components. Where the Bamako Initiative is not yet operational, other ways of making drugs available at low cost will be explored. Drug cooperatives have been established at the village level in several countries and these will be studied and replicated.

63. Several opportunities for creating an integrated approach will be used. The "sick child initiative" aims to develop an integrated training strategy for the management of diarrhoea, pneumonia, malaria, malnutrition and measles. This will help to streamline the clinical services offered for children. The survey instruments used for CDD and ARI will be integrated. For household and health facility surveys, these instruments will result in considerable saving of human and financial resources.

64. Adequate infrastructure is essential to reduce deaths due to pneumonia. This infrastructure needs to be strengthened through adequate drug supply and training. NGOs and the private sector will be involved in this programme. Several countries have now started to develop criteria for assessing the operations of health facilities in relation to ARI and other child survival programmes. The major criterion is whether health centres function at an optimal level, whether they are "child-friendly" centres, rather than whether they simply carry out certain prescribed activities (e.g., the number of training programmes conducted).

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65. Because children are often brought too late for treatment of pneumonia, appropriate information will be given to parents through health centres and other health education programmes so that they bring children for care as soon as it is needed. Breast-feeding and immunization, the two most important interventions to prevent ARI, will be promoted actively. Through the systematic expansion of facilities to manage pneumonia cases, combined with prompt action from parents for timely care, the goal of reducing mortality from ARI can be achieved.

Acquired immune deficiency syndrome/human immunodeficiency virus

66. The acquired immune deficiency syndrome/human immunodeficiency virus (HIV/AIDS) pandemic is now truly global. As it has spread, it has affected an increasing proportion of children, adolescents and women; as many as two thirds of all HIV infections occur among people under 25 years of age. For young women under 20 years of age, the rate of infection is two to three times that of young men of the same age, and approximately one out of every three children born to HIV-infected women dies of AIDS, usually by five years of age. Death rates are also higher among those uninfected children whose parents either suffer from or have already died of AIDS.

67. The experience of the last decade has made it clear that the sexual behaviours conducive to the spread of HIV infection are based on societal attitudes which place women and young people at greatest risk: women, because they are all too often unable to influence the behaviour of their partners; and young people, especially girls, because of pressures to engage in sexual activities. Thus, programmes aimed at preventing HIV/AIDS must go beyond attempting only to control the immediate causes of the spread of the virus and address the underlying factors.

68. In view of this, UNICEF actions aimed at HIV/AIDS prevention and care will go well beyond the health sector and their emphasis will be on reaching youth and women. In line with the strategy approved in 1992, UNICEF has begun to develop programmes in five key programming areas: (a) promotion of youth health and development; (b) school-based interventions; (c) promotion of sexual and reproductive health; (d) family and community care; and (e) mass communication and mobilization. While UNICEF will be providing some form of support for HIV/AIDS prevention and care to an increasing number of countries during the plan period, initially it will focus available technical and financial resources on a limited number of countries to demonstrate proof of principle in relation to key interventions. Successes and lessons emanating from these countries will provide essential information for the development of HIV/AIDS prevention and care programmes globally.

The Bamako Initiative

69. In sub-Saharan Africa and in other LDCs, the organizational resources needed to address the challenges posed by the World Summit for Children are inadequate, making even the absorption of external financial and technical aid difficult. The Bamako Initiative promotes decentralization and people's involvement in the control, management and financing of essential health services. The Initiative makes immunization and prenatal care sustainable and

curative care affordable. At the same time, it provides local communities with an opportunity to enhance the essential skills required for the development of democracy at the grass-roots level. Governments and donors throughout the West and Central Africa region have now accepted the Bamako Initiative as a key strategy for health sector development.

70. Country-level implementation of the reforms advocated by the Initiative require an increased effort from UNICEF to support national capacity, specifically in health policy development and analysis, costing and defining financing options and management of health services. UNICEF will also continue to support countries in improving quality of care, health worker motivation, women's participation and involvement in decision-making, and equity of access to essential health services through more progressive financing mechanisms. Past experience has confirmed the strategic role of essential drugs in the performance of health services. UNICEF programmes will continue to promote the rational use of drugs, quality control and the availability, at the lowest possible cost, of essential generic medicines through international procurement.

71. On the basis of the growing body of positive experience emerging from the increasing number of countries implementing the Bamako Initiative, it is realistic to estimate that, by the end of 1995, the core principles of the Initiative will be applied fairly universally in sub-Saharan Africa.

Malaria

72. In endemic countries, malaria ranks among the first three causes of death in children under five years of age. Moreover, it is a major indirect cause of low-birth-weight babies and anaemia in both children under five years old and pregnant women, especially in Africa. The high incidence of malaria is complicated further by the geographical spread of drug-resistant parasites. The objective of UNICEF support will be to prevent mortality and reduce morbidity and social and economic losses due to malaria. Following the positive results from community-based projects on mosquito bed-nets, UNICEF will encourage the use of impregnated mosquito bed-nets as one means to prevent the disease. UNICEF will also support improvement in the management of cases and the availability of drugs for treatment at the health centre level and improved sanitary and environmental practices at community level. These various activities will be sustained through community involvement, in the framework of the Bamako Initiative, and carried out in close coordination with other agencies.

Children with disabilities

73. To help ensure an improved quality of life, as well as an accessible environment for daily life, education, health, needed technology, employment and social integration for an estimated 150 million disabled children, over the next few years UNICEF will focus on (a) consolidating preventive measures such as immunization and the control of micronutrient deficiencies; (b) establishing systems to facilitate the early detection of disabilities; (c) supporting community-based rehabilitation as an integral part of basic services; (d) ensuring full access for children with disabilities to health, education and recreation; (e) supporting the national and local production of low-cost

artificial limbs and other mobility devices; and (f) applying measures to lessen the physical and mental impact of armed conflicts on children. UNICEF will also support implementation of the ban on the production, marketing and use of anti-personnel mines, which primarily target civilians and are a major cause of disability and trauma.

Women's and maternal health

74. Women's and maternal health are linked intimately to the status of women in society and specifically to their lack of access to and control of resources. Thus, UNICEF action in this area will be closely linked to its programme for gender and development and will address some of the underlying causes of women's ill health, including their economic dependence as well as their lack of knowledge about their sexual and reproductive functions. Measures to reduce women's workloads and the prevalence of early marriages are part of the broader agenda for gender and development that has an important bearing on the health of women.

75. Within the health sector, emphasis will be placed on increasing priority services for women both at community and district levels and on creating a more supportive policy environment and allocation of resources at the central level. During the plan period, particular efforts will be made to decrease the unacceptably high rates of maternal mortality. Action will include strengthening community care activities both within and beyond health centres through outreach. This will include the distribution of iron and folic acid supplements to women suffering from anaemia, the provision of tetanus toxoid vaccine and, where malaria is a problem, the appropriate prophylaxis. In a number of countries, health staff who carry out outreach activities for immunization now also include antenatal care. These activities, as well as the support and supervision of traditional birth attendants, will be continued.

76. In order to make significant headway in decreasing maternal mortality, the referral system will also be strengthened. This will entail helping to organize efficient transport systems from the basic health care units to facilities that can provide care for risk pregnancies. It also will entail strengthening the capacity of district-level facilities to provide the necessary care for women at risk.

Family planning

77. The UNICEF policy on family planning was updated in 1993 (E/ICEF/1993/L.5 and E/ICEF/1993/14, decision 1993/11). Enhancing the role and status of women, promoting safe motherhood and breast-feeding, supporting basic education and literacy, intensifying information, education and communication activities and providing appropriate support for family planning services are major areas of UNICEF cooperation in this area. In the field of MCH and family planning, the objectives of WHO, UNFPA and UNICEF converge in relation to shared goals for women and children in the 1990s, and UNICEF is committed to working in close partnership with these agencies in supporting country efforts in this area, each within its own mandate and area of competence. Monitoring of indicators of UNICEF collaboration with its partners in this area has been instituted through the annual reports of field offices and is discussed in the report of the

Executive Director (E/ICEF/1994/2 (Part II)). An executive directive on family planning was issued in December 1993 and will be followed by a set of programme guidelines. A senior post in the area of women's health and family planning has been created in the Programme Division at headquarters and is under recruitment.

B. Food and nutrition

78. Universal salt iodization, the virtual elimination of vitamin A deficiencies, full implementation of BFHI and a 20 per cent reduction of moderate and severe protein-energy malnutrition (PEM) are the mid-decade targets for nutrition. These goals must be achieved in such a way that, by 1997, appropriate trends to achieve the decade goals for children will have been established, including reduction of PEM by one half, reduction of the rate of low birth weight to less than 10 per cent, reduction by one third of iron deficiency anaemia in women and the empowerment of all women to breast-feed their children. The achievement of the nutritional goals will be necessary for the achievement of the larger goal of reducing infant and child mortality rates. On the other hand, the achievement of the nutritional goals will require the achievement of several other goals, particularly those for disease reduction and maternal health.

79. Strategies for salt iodization begin with a rapid assessment of IDD where none has yet taken place; advocacy for universal salt iodization; planning and installation of necessary salt iodization plants; procurement of potassium iodate at the lowest possible cost; drafting and adoption of appropriate legislation; organization of appropriate iodized salt monitoring systems at the factory (or importation) level and at the district/community level; ensuring the necessary training of health, salt sector and information personnel involved; and education of consumers to use iodized salt and minimize iodine losses during home storage and cooking.

80. The practical target for vitamin A agreed upon by WHO and UNICEF is to ensure that at least 80 per cent of all children under 24 months of age living in areas with inadequate vitamin A intake receive adequate vitamin A through a combination of breast-feeding, dietary improvement, fortification and supplementation. Exclusive breast-feeding for the first four to six months, followed by dietary diversification to include foods containing vitamin A during the complementary feeding period and post-weaning are the primary strategies in all areas where the current diet of the vulnerable age-group is inadequate. Fortification of foodstuffs is a strategy applicable in some, but not all, developing countries with a vitamin A deficiency problem. Also, vitamin A supplements distributed universally to geographically limited populations in appropriate dosages and intervals will be supported where clinical deficiency is a public health problem. Permeating all strategies should be an educational and public mobilization component designed to change behaviour in child feeding to increase the consumption of foods rich in vitamin A.

81. During the last decade, improved information about nutritional trends in developing countries has made it possible to identify countries that have managed to reduce malnutrition over and above what would be expected from their level of per capita income and economic growth rates. Approaches to solving the

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nutrition problem in these successful countries reflect a recognition of poor people as key actors in poverty reduction. Development is achieved through a learning process leading to capacity-building and empowerment, and participation, decentralization and effective communication are to be encouraged. Priority is given to human resource development, with special emphasis on reducing gender disparities. Successful approaches are also most often a combination of the "top-down" promotion of sound policies and political commitment to achieve human development goals, and "bottom-up" planning and demand for higher-level support. In most successful countries, the approach has been integrated, multisectoral and has used multi-level information systems, including growth monitoring and promotion and nutritional surveillance.

82. Some countries have already established trends that are adequate for achieving the nutrition mid-decade targets and goals for the year 2000. Others will need to accelerate implementation of existing sound strategies, while another group of countries will need to develop new strategies to reduce malnutrition. Four strategies will be promoted by UNICEF during the plan period:

(a) Support to consensus-building on the causes of malnutrition, at all levels, including the international level. UNICEF will continue to support and work actively with the ACC Subcommittee on Nutrition for the harmonization of policies and strategies among the United Nations organizations and bilateral donors concerned. At the national level, UNICEF will promote nutrition-relevant policies and, in general, it will work towards increasing awareness of the problem of malnutrition, changing perceptions of the nature of the problem and making the solutions of the nutrition problem "good politics" for leaders;

(b) Strengthening the capacity of communities and their leaders to assess and analyse their nutrition problems and to design and implement resource-relevant actions (the "triple A" strategy). A "first call for children" to achieve human development goals, including the nutritional goals, should be promoted in such a way that capacities are built and communities empowered to create a response and articulated demand for support from higher levels. This strategy is similar to that of the Bamako Initiative in the health sector and greater integration is envisaged between nutrition activities and the Initiative. Among the three conditions necessary for nutritional well-being - food, health and care - the last has been most neglected. Emphasis will therefore be given to improving caring practices, including feeding practices and particularly breast-feeding; more frequent feeding; adequate food density; hygiene practices; and young child stimulation. Women should be recognized as key actors and special attention will be given to reducing gender disparities. The promotion of environmentally sustainable action will also be emphasized;

(c) A combination of support to service delivery, capacity-building and empowerment. Service delivery, such as the distribution of vitamin A supplements through the health system, will be done in such a way that it encourages and enhances capacity-building, i.e., knowledge about how to grow and use food rich in vitamin A. This, in turn, should be done in such a way, and in combination with other activities, that people are empowered, for example, by ensuring availability of land to cultivate these vegetables or fruits. BFHI combines improved delivery of services at maternity facilities with

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capacity-building through training in lactation management. The final goal of empowering women to breast-feed will require more basic changes in the position of women in society, often requiring changes in perception and attitudes and legislation to support women;

(d) Improved nutrition information will be required in all the above-mentioned strategies. Current systems need to be revised in such a way that decisions are based on more valid information. Nutrition information systems must become more demand-driven. This will require more emphasis on changing perceptions and knowledge through training, education and advocacy. By 1994, UNICEF will have prepared a new strategy on nutrition information systems based on previous evaluations of growth monitoring and promotion and surveillance. The new strategy will be promoted in all countries during the period 1994-1997.

C. Safe water supply and environmental sanitation

83. During the plan period, UNICEF intends to consolidate and expand its strategic investment in the water supply and sanitation sectors to accelerate the momentum towards the goals of the World Summit for Children and of Agenda 21. The two-year period 1994-1995 will allow time for capacity-building and advocacy activities to be undertaken and to strengthen experience in the use of the sector as an entry point for environmental enhancement and community empowerment. This period will also be used to mobilize the additional support necessary for the essential restructuring of financial inputs towards the use of more cost-effective methods and emphasis on the environment, the rural poor and low-income, peri-urban populations. It will also be crucial during 1994-1995 to undertake the necessary advocacy with both donors and Governments to support the reformulation of national sector policies in order to generate additional funding and achieve a major shift in the allocation of resources. The five main strategies for the plan period in this sector are advocacy, capacity-building, service delivery, community involvement in decision-making and linkages.

84. The most important areas of advocacy are (a) restructuring of government, multilateral and bilateral resources currently available to the sector for accelerating service coverage to the unserved and underserved, using low-cost and appropriate technologies; (b) generating additional resources through debt buy-back and swapping, social investment funds and other innovative mechanisms, and targeting these to the provision of services to the unserved and underserved; (c) supporting the reformulation of national sector policy, using positive and well-documented experiences; and (d) supporting intersectoral and intrasectoral strategy development within and beyond UNICEF-assisted programmes.

85. Greater support than in the past must now be placed on improving subnational and community capacity to implement, manage and maintain water supply, sanitation and hygiene education services and ensuring that the necessary decentralization processes take place. An essential complement of capacity-building will be improved sector monitoring at all levels. At the national level, there is a need to support planners and decision makers in developing environmental awareness, gender sensitivity, sector problem analysis and solution identification, policy formulation and strategy development.

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Subnational capacity to appraise, plan, implement, manage, coordinate and provide training and efficient back-up support at the community level is crucial to long-term sustainability.

86. Universal water supply and sanitation coverage and their sustainability will demand considerable changes in service delivery. In many countries, particularly in Africa, costs can be reduced further through better management, monitoring and accountability, capacity-building, contracting and improved integration with health and hygiene education. Going-to-scale should be based on demand creation, beneficiary contribution, private sector participation, community participation and the empowerment of women. Cost-sharing and cost-recovery will be pursued actively based on people's ability to pay. Innovative means of financing, such as rolling funds and soft loans, particularly for sanitation, will be explored further. Cost-recovery should go hand in hand with the removal of subsidies currently given to high technology urban water supply and sanitation in many countries. The funds generated can be directed to increasing coverage in unserved areas.

87. Sustainable development in water supply and sanitation is enhanced greatly when the community contributes in cash or kind towards construction, maintenance and operation. This, however, will require a reorientation of the implementation process to allow for community input and decision-making. This means providing communities with the opportunities and skills to make informed decisions regarding water supply, sanitation and hygiene problems, to review relevant information and decide on possible solutions and to take responsibility for managing and maintaining these solutions. Effective community participation activities will require advocacy at the national level to enable devolution of decision-making and funding to the local level, as well as training at the subnational level in community organization and community facilitation and communication. It is crucial that women be given the opportunity to participate in all decision-making as it is women who usually are responsible for carrying and using water, as well as for household hygiene. However, it must also be understood that women are usually overburdened with responsibilities and their work schedules should be taken into account when considering their role and involvement.

88. Strengthening intersectoral and intrasectoral linkages is a prerequisite to maximizing water supply and sanitation support for achieving the goals of the World Summit for Children. National programmes of action provide the opportunity to establish multisectoral goals that require intersectoral cooperation in planning and implementation. They also provide the opportunity for greater synergy of impact between the different sectoral inputs. Greater attention must be given to intrasectoral linkages. This will mean incorporating hygiene education into water supply and sanitation programmes, as well as including social scientists and health educators in water supply and environmental sanitation teams, and encouraging this within Governments. Intersectoral planning will be undertaken both within UNICEF and with different government ministries and departments.

89. With these building blocks in place, the second half of the plan period should see rapid progress towards closing the gap in the coverage of water supply and environmental sanitation on the order of 50 and 30 per cent,

respectively. Sector advocacy will continue to be of utmost importance at both global and national levels to focus on bringing about policy changes and introducing strategies that strive towards enhanced health, environmental and socio-economic benefits from sector programmes.

D. Basic education

90. The decade goals for basic education, as adopted by the World Conference on Education for All and reiterated by the World Summit for Children, are that by the year 2000 all children should have access to primary education and at least 80 per cent of them should achieve a basic minimum level of primary education, that early childhood development activities should be expanded and that adult illiteracy rates should be halved. Mid-decade targets focus on primary education and provide intermediate stepping stones to reduce by one third the gaps between the 1990 rates and the decade goals in enrolment, completion and gender disparity; and to improve learning achievement of school-leavers. During the plan period, UNICEF will assist countries to achieve the mid-decade targets and to lay the foundation for further rapid progress towards reaching the decade goals. This work will be carried out in collaboration with UNESCO, the World Bank, UNDP and national and international NGOs.

91. Primary education, as the core and the cutting edge of basic education, will receive priority attention, with new impetus provided by the Education for All Summit of the nine largest countries, held at New Delhi in December 1993. A similar initiative is planned for sub-Saharan Africa during the plan period. Efforts will focus on improving access and completion, reducing drop-out and repetition rates, making primary school systems more effective and efficient and promoting equity in the distribution of educational services. UNICEF will cooperate in the revitalization of existing primary schools by strengthening the participation of parents and communities in planning and management, improving the training of teachers and supervisors, providing teaching and learning materials, developing tools to assess learning achievement and improving educational opportunities for all school-age children in all parts of each country. Diversified approaches will be explored further, including non-formal and non-conventional institutions and practices. Lessons learned from successful experiences will be disseminated and countries will be supported in developing and implementing demonstration projects with possibilities of going-to-scale.

92. Part of the priority to primary education is the special emphasis on the education of girls. Recent UNICEF activities in this area, including support for surveys and diagnostic studies, sponsoring regional conferences and workshops, developing specific plans of action and advocacy at all levels, will be strengthened further and broadened. Regions and countries where gender disparity in education is still a serious problem will receive priority attention.

93. Early childhood development and adult education are supportive of primary education goals and will be given special emphasis in countries where they are considered national priorities. Family- and community-based, low-cost child-care centres for young children will be supported, as will programmes to

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provide parents and family members with knowledge and skills to help young children meet their development needs. UNICEF support to literacy programmes will focus on providing "second chance" basic learning opportunities to out-of-school youth, especially girls.

94. In an effort to mobilize additional resources to reach the decade goals, UNICEF will encourage Governments to re-examine their budgetary allocations to basic education, especially primary education. In that context, education cost studies, already launched in a few countries, will be extended to other countries and reforms of the education system will be advocated in order to find ways to reduce the unit costs of education while improving access and quality. UNICEF will also continue advocacy with donors to increase the proportion of aid devoted to basic education.

95. Improved data collection in the field of education will be supported during the plan period to improve the accuracy of information on enrolment and completion. Indicators for assessing learning achievement currently being developed and applied in a limited number of countries, in collaboration with UNESCO, will be extended to other countries during the plan period.

E. Children in especially difficult circumstances

96. The Convention on the Rights of the Child and the Declaration and Plan of Action of the World Summit for Children have given new impetus to UNICEF activity in this area. During the plan period, UNICEF, in close collaboration with other international organizations and NGOs, will strengthen and expand efforts already begun in several countries to alleviate, and if possible prevent, the suffering of the growing number of child victims of armed conflict. Such efforts include support for situation analyses of affected groups, humanitarian cease-fires, reunification of unaccompanied children with their families and treatment/management of post-traumatic stress disorders among affected children. The emphasis will be on sustainable methods through the integration of services with the existing infrastructure, especially schools and health centres, and the training of local professional and paraprofessionals.

97. World wide, concern for the situation of child workers has been heightened recently, as evident from the SAARC resolution on the elimination of child labour and the action of Governments and NGOs to move children away from hazardous and bonded labour in export-oriented industries. UNICEF, in close collaboration with the International Labour Organization, NGOs and Governments, will emphasize (a) the protection of child workers, as they are phased out of exploitative labour, and the provision of developmental services, principally basic education and family support; (b) the re-examination of legislation; and (c) attention to less visible, but often very exploitative, forms of child labour, such as that of girls in domestic service.

98. During the plan period, UNICEF will also work with partners and allies on the special problems and needs of orphans, especially AIDS orphans and street children, victims of natural and man-made disasters, socially disadvantaged groups, child workers or youth trapped in bondage and victims of child abuse and neglect. UNICEF will help to facilitate the exchange of experience now

accumulating in different regions and countries, and in different organizations, through cooperation with concerned partners.

99. In the areas of advocacy and social mobilization, UNICEF will work with targeted NGOs to build and broaden the network of organizations active in this field. As the media are interested already in these issues, the task will be to channel this debate into constructive reporting, which will facilitate the search for effective solutions. Within this broad area, issues related to children in especially difficult circumstances will be presented in the context of children's rights and disparity reduction. Information materials will focus on specific issues such as children in war, the urban child, disabled children, socially disadvantaged children (indigenous communities, ethnic and religious minorities), child labour and child abuse.

F. Implementation of the Convention on the Rights of the Child

100. Both the 1993 Executive Board and the 1993 World Conference on Human Rights have called for universal ratification of the Convention on the Rights of the Child by 1995. When that goal is reached, the Convention will become the first human rights treaty to achieve the status of universal law. It will also increase the challenge to UNICEF in assisting Governments through the country programme process, to implement the provisions of the Convention. The key to success will be linkage with the implementation of national programmes of action, which include a great variety of activities to ensure children's rights, including improved analyses of the situation of children, the revision of legislation affecting children, dissemination of information and education on children's rights and the development of mechanisms to gather data on issues affecting the rights of children. UNICEF will be called upon increasingly to assist Governments in these areas during the plan period.

101. Globally, UNICEF will work together with the United Nations High Commissioner for Human Rights, the Centre for Human Rights of the Secretariat, members of the Committee on the Rights of the Child and NGOs to develop approaches for monitoring progress towards implementation of the Convention and to facilitate a cooperative search for effective responses to obstacles and constraints to implementation. The Convention will form the framework for public advocacy on situations affecting children, including concerns about the deteriorating global ethos reflected in the rise of racism, ethnic conflict and violence in communities and families. UNICEF publications will explore key issues affecting the rights of children and exchange experience on the implementation of the Convention. The Convention will continue to provide the forum for outreach to a broad range of NGOs, academic and research institutions and other private sector partners.

G. Women's empowerment, gender and development

102. The commitment made by heads of State in the Declaration of the World Summit for Children to "work to strengthen the role and status of women" was amplified in the Summit Plan of Action, which acknowledged that the enhancement of the status of women and their equal access to developmental resources and

opportunities constitute a valuable contribution to the social and economic development of a nation. The Plan of Action made the fundamental recognition that "efforts for the enhancement of women's status and their role in development must begin with the girl child".

103. The unique contribution of UNICEF to the empowerment of women is in its focus on the girl child. Goals such as education for all and the reduction of PEM aim to eliminate gender disparities by their very universality. Nevertheless, the priority focus on the girl child goes beyond this to the support of programmes for removing obstacles to the education of girls and special attention to the educational needs of girls; to reducing the incidence of early marriage, pregnancy and motherhood; to changing social attitudes of preference for sons; and to more egalitarian and gender-sensitive early childhood development (ECD) programmes.

104. Gender analysis, through which gender disparities and causes for women's low status throughout the life cycle will be identified and made a focus of action, will be the basis for mainstreaming gender concerns in UNICEF-supported programmes. This will be developed using the Women's Equality and Empowerment Framework as the operational tool. It will help to ensure that the concerns of women and girls are integrated effectively into the design and implementation of projects in sectoral programmes such as health, nutrition, education and water supply and environmental sanitation. Similarly, it will promote the empowerment of women for effective participation in community-based programmes for sustainable social action. Efforts will also be made to strengthen the capacity of UNICEF staff for mainstreaming gender concerns through gender training, the formulation of guidelines, the development of planning and monitoring indicators and technical support to country programmes. The objective is to train 80 per cent of all UNICEF Professional staff on gender concerns by 1995 and to take follow-up measures to sustain this beyond 1995.

105. While the integration of gender concerns in country programmes remains the major programme thrust, specific activities focused on women and the girl child will be continued within sectoral programmes to bridge gender gaps during the plan period. Specific projects are necessary to meet the needs of women and girls in difficult circumstances who are disadvantaged and usually outside of normal services or, alternatively, demand special approaches and services. Special support is needed for projects dealing with issues such as the legal status of women, obtaining gender-disaggregated data and special studies, building the capacity of women's organizations and the provision of child-care facilities as an entitlement of working mothers. Gender issues will be part of the overriding considerations in addressing the needs of women and girls in situations of armed conflict and environmental disaster, domestic violence and in addressing the special needs of destitute women and girls living in urban slums and environmentally degraded areas.

106. Areas of specific action envisaged during 1994-1997 include the following: (a) a review of existing policies, legal instruments, cultural obstacles and structural inequalities; (b) the development of relevant and sensitive policies, linking ratification of the Convention on the Rights of the Child with that of the Convention on the Elimination of All Forms of Discrimination against Women; (c) the search for information, analysis and establishment of age-and-gender-

disaggregated monitoring systems (UNICEF will combine its efforts with those of other United Nations organizations and institutions to further the establishment of gender-sensitive information systems at national levels); (d) building capacities at several levels for sustainability, inclusive of gender training and sensitization; (e) advocacy and mobilization for innovative policies and action for attitudinal and behavioural change, especially the eradication of harmful traditional practices such as early marriage and female genital mutilation, teenage pregnancy and the mobilization of youth for gender equality through, for example, education and the effective use of the media for promoting positive action; (f) ensuring access of women and girls to information, education and communication and providing opportunities for mobilization and organized participation at community and national levels; (g) the promotion of changing gender roles within the family and focusing on the parenting roles of men and gender equity; and (h) building alliances, including networks among Governments and NGOs, and leadership within the women's movement and social activist groups for support to the implementation of innovative policies and to enable women to exercise their political rights and assume leadership in the emerging democratization and decentralization processes in many countries.

107. The UNICEF priority areas of promoting the development of the girl child and applying a life course perspective to gender issues, promoting gender equality and the empowerment of women and promoting the participation of youth within the context of the Plan of Action of the World Summit for Children will form the central thrust of UNICEF participation in the preparatory activities for the Fourth World Conference on Women.

H. Emergency assistance

108. The previous plan period witnessed extensive and intensive humanitarian activities by the United Nations system. For UNICEF, emergency expenditures in 1993 increased by roughly 17 per cent over 1992. With this growing involvement in emergencies, the capacity for UNICEF to cope with them is being stretched to the limit. A number of important policy issues need to be addressed in the new plan period as this trend is likely to continue. UNICEF will need to strike a delicate but effective balance between support in emergency situations and its long-term development assistance. While yielding to the increasing demands to provide a rapid response in all emergency situations, UNICEF must continue to make the country programme the basis of its cooperation. UNICEF will continue to ensure that its emergency activities, whether in the areas of health, water supply, sanitation, nutrition or household food security, not only provide relief of immediate suffering but at the same time accelerate rehabilitation leading to recovery. This approach, highlighted by the multi-donor evaluation of UNICEF, will remain a major emphasis in the next plan period. It also will ensure that both emergency and rehabilitation activities are integral components of the country programme.

109. In order to respond more effectively to emergencies, UNICEF will have to strengthen further both its programme and its operational capacities. Therefore, in the next plan period, UNICEF will continue to develop and revise its emergency policies. Other areas of policy development include working closely with NGOs and partners in the United Nations system, particularly the

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Department of Humanitarian Affairs of the Secretariat; paying greater attention to the role of women in emergency operations; and undertaking cost-analysis of emergency interventions. Similar steps will be undertaken in the operational area where personnel policies, financial rules and regulations, supplies, security and communication policies all will be revised and updated, leading to the establishment of appropriate systems for enhanced management capacity and better accountability to donors. These initiatives will take into account the work of the Department of Humanitarian Affairs and the new inter-agency approach to emergencies.

110. Some of the major issues that UNICEF will have to address in the coming plan period include (a) working closely with the Department of Humanitarian Affairs on delicate issues such as sanctions and developing further the principles of humanitarian mandates - neutrality, impartiality and humanity - as well as ensuring a more effective and coherent inter-agency response; (b) operating where the United Nations has a political and/or military presence; (c) providing humanitarian assistance in complex emergency situations in an environment of increasing violence; (d) weak or no public administrative structures and growing insecurity; and (e) ensuring that UNICEF emergency interventions are linked closely to the overall concept and strategies of the continuum from relief to development. For emergency planning, as for regular programming, the country strategy note will serve as an important reference point for the integrated inter-agency approach in those countries which choose to initiate it.

111. As the multi-donor evaluation of UNICEF clearly demonstrated, UNICEF has a number of unique attributes which give it significant comparative advantages when addressing emergencies: (a) a strong field presence; (b) a decentralized field structure; (c) the capacity for advocacy with policy makers and mobilizing and involving local authorities and communities; (d) National Committees for UNICEF; (e) the Supply Division warehouse at Copenhagen; and (f) flexible financial procedures and creative personnel and administrative guidelines to ensure a rapid and effective response to emergencies. UNICEF, working closely with the Department of Humanitarian Affairs and others, will continue to use these experiences and special skills. UNICEF will also continue to utilize its Emergency Programme Fund, as well as the Central Emergency Revolving Fund, and to participate actively in the inter-agency appeal process as well as the Inter-agency Standing Committee.

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V. INSTRUMENTS

A. Advocacy and social mobilization

112. The Plan of Action of the World Summit for Children encourages families, communities, local governments, NGOs and social, cultural, religious, business and other institutions, including the mass media, to play an active role in support of its goals. It also states that all forms of social mobilization, including the effective use of the great potential of the new information and communication capacity of the world, should be marshalled to convey to all families the knowledge and skills required for dramatically improving the situation of children. During the plan period, advocacy and social mobilization will be built even more integrally into country programmes which, as part of larger national programmes of action themselves, will become instruments of advocacy and mobilization. In decision 1991/9 (see E/ICEF/1991/13), the Executive Board called upon UNICEF to strengthen knowledge of the Convention on the Rights of the Child among relevant governmental and non-governmental bodies and to disseminate information and education on the rights of children among children, youth and influential groups.

113. Fundamental economic, social and political changes, at different levels and in different regions and countries, are required if the goals for children and children's rights are to become reality. UNICEF has an obligation to address these issues through advocacy. UNICEF has spoken out on the need for debt relief for child survival and on the need for Governments to restructure budget allocations and for donors to restructure aid to give more to human development priorities, using the theme of the "20/20" vision. As part of its advocacy, the organization has promoted the concept of "corridors of peace" and "days of tranquillity". UNICEF will continue to seize strategic opportunities to advocate a "first call for children" and to influence the debate on global and regional issues that have a critical bearing on achieving the goals for children in the 1990s.

114. Building on the lessons of large-scale mobilization for specific national objectives, of which the drive for UCI is the best known but far from only example, the four years of the plan period will see an articulated effort to integrate these lessons into every aspect of the UNICEF programme strategy and practice. Recently completed research on a number of UNICEF experiences with sustained mobilization around social objectives has provided a broad framework and some critical elements for programme strategy, bolstering the work of UNICEF in capacity-building and, particularly, empowerment. These contributions are being distilled into a training package on mobilizing for sustainable social action, to be tested with UNICEF and government personnel in the coming year. The training will be used in the next three years to spearhead the adoption of mobilization practices, particularly in the management and administration of development efforts. The intent is to develop practices that more explicitly support participation at community and other levels of civil society and to increase linkages within and beyond Government, both across and between levels. This takes on added relevance in the drive in many countries towards decentralization of Government and concomitant efforts to increase political pluralism.

B. Strengthening and supporting alternative delivery systems

115. While households and communities increasingly demand access to health care, education, water, child care and other social services, it is becoming clear that central Governments are unable to satisfy these essential needs through a traditional centralized approach. The global economic crisis, political changes and a better educated population, with a growing awareness of their needs and expectations, are powerful elements of change, even in LDCs. The private sector, often poorly regulated and developed with little consideration for economic reality, cannot play a substantial role in social service delivery. The experience gained through community mobilization, grass-roots activities and, specifically, from the Bamako Initiative will enable UNICEF to promote a close partnership between Governments and communities. This partnership will ensure local control and public accountability while helping to solve some of the problems associated with financing of essential social services.

116. Households and local communities with a direct interest in service availability need to be empowered and given skills to make the right decisions in exchange for their financial contribution. UNICEF will support Governments and communities with training in planning, management and accounting and will facilitate access to low-cost, good quality inputs and credit for poor groups and women.

117. Implementation of the Bamako Initiative has shown that substantial resources (formerly spent in the private/informal sector) can be reoriented or shifted to public services and generate important savings for families if the quality of services is improved and community representatives are involved. Local community involvement in the management of services is seen as the key means to guarantee that the poor will be identified and protected. The adoption, by the community, of the relevant national goals will provide the criteria for prioritizing and targeting essential social services. UNICEF will support communities to establish simple information systems to monitor the progress and impact of local action.

C. Area-based programmes

118. In accordance with the Plan of Action of the World Summit for Children, several countries have begun working on subnational plans of action based on their national programmes of action. The global trends towards democratic decentralization have given an added impetus to these activities. Area-based programmes are well placed to contribute to their achievement by enabling sectoral programmes to be focused on poor and underserved areas and social groups, providing a proving ground for developing programme responses specifically suited to local conditions and, through community participation and mobilization of local resources and use of low-cost technologies, ensuring sustainability of programmes and benefits.

119. Area-based programmes provide key linkages between the target population and planning and management systems at national, regional and district levels. Additionally, because they are generally multisectoral, they reinforce linkages among the various sector goals. UNICEF will continue to support such approaches

wherever they have a clear potential for sustainable, large-scale expansion and for reaching the unreached.

120. Among subnational areas that call for special approaches are the low-income, underserved and often heavily polluted areas of both small and large cities. Recognizing this, the Executive Board, in decision 1993/8 (see E/ICEF/1993/14), approved the updated UNICEF urban policy (E/ICEF/1993/L.9) which seeks, on the one hand, to provide all urban children with essential services and, on the other, to strengthen and expand the urban basic services strategy that focuses on the children of the urban poor. In its revitalized form, this strategy will aim to achieve the decade goals for children, while joining other partners in poverty reduction; apply the PEC concept in low-income urban areas; provide support to both rehabilitative and preventive approaches for children in especially difficult circumstances; and promote advocacy, technical support and applied research for "urban development with a human face".

121. With the urban population in developing countries increasing by the end of the decade to over two fifths of the total population, about one half of whom live below the poverty line, the mid-decade and decade goals cannot be achieved unless the children of these urban poor are reached. UNICEF has supported the mobilization of mayors and municipal authorities to target the goals through municipal plans of action. During the plan period, it will continue to support such endeavours and to demonstrate through targeted urban interventions that the combined efforts of communities, NGOs and local authorities can help achieve subnational targets. UNICEF will continue to work with other partners such as WHO, the World Bank, UNDP and the United Nations Centre for Human Settlements to help such innovative efforts go to scale.

D. Situation analysis, monitoring and evaluation

122. The analysis and monitoring of the situation of children and women have gradually acquired a much broader role in many countries. This change has been accelerated by the World Summit for Children and the adoption of the Convention on the Rights of the Child. The situation analysis, originally conceived as a first step in the preparation of a UNICEF country programme, is now used regularly as a basis for the development of national and subnational programmes of action, as well as a benchmark against which to measure implementation of the Convention. Monitoring mechanisms created or reinforced through national programmes of action have, in turn, institutionalized the measurement of progress towards achievement of the decade goals and the assessment of resource requirements for achieving them under the specific political and socio-economic circumstances of a country. The situation analysis, however, continues to be a programme tool as well, and UNICEF will continue to enhance its effectiveness. The situation analysis increasingly is being emphasized as a monitoring and evaluative tool through the setting up of databases that can be updated regularly as new knowledge becomes available through studies and evaluations and that can be analysed at strategic points throughout the life of the country programme.

123. The UNICEF country programme will continue to help build national monitoring capacity, not only by strengthening monitoring mechanisms at national, subnational and community levels, but also by developing the capabilities to feed data back into the policy-making and planning process. In an effort to strengthen national management capacity, increased attention will be given to the impact and costing aspects of programmes, while taking into consideration and identifying appropriate strategies for reaching the poorest segments of civil society. Further emphasis will be placed on broadening the evaluation perspective beyond individual projects to programmes and to the entire country programme towards the end of the normal cycle.

124. The strengthening of national evaluation capacity will be tied closely to monitoring progress towards national programme of action goals by emphasizing the development and use of approaches that involve programme managers in monitoring and evaluation and using monitoring data for ongoing management decisions. Capacity for essential national research on children and the use of operational research to improve country programme delivery, both aimed at building national analytical and management capacity, will also continue to be strengthened as appropriate.

125. The function of evaluation in UNICEF management is discussed further in paragraphs 258-260 below.

E. Social policy analysis

126. In recent years, UNICEF has become more deeply involved in social policy analysis both for advocacy purposes and as part of capacity-building efforts in support of national programmes of action. Since the World Summit for Children urged each country to re-examine its national budget to ensure priority for programmes aimed at achieving the goals for children, limited support has been provided to countries requesting training and technical support in this area. Some regional comparative analyses of budget restructuring for social development have also been carried out. During the plan period, UNICEF will continue such analytical and capacity-building work on a limited and targeted basis. Monitoring of public policy and social conditions in Central and Eastern Europe by the International Child Development Centre (ICDC) in Florence, Italy, will continue, with future publications planned in the series already started. Retrospective analyses will also be carried out in some countries that have shown remarkable progress under severe resource constraints, with a view to identifying policy and strategy examples for the future. Conceptual and empirical work in support of the "20/20" concept will also continue. The relationship of UNICEF work to the wider agenda of poverty alleviation and poverty eradication will also be reviewed in the context of the World Summit for Social Development to be held in 1995.

F. Resource mobilization

127. Resource mobilization, as distinct from fund-raising for UNICEF, is aimed at assuring that the necessary resources are available to support implementation of the goals and strategies for children in the 1990s as endorsed by the World Summit for Children and as identified in national programmes of action.

128. Based on information available from different sources, a rough estimate suggests that some 10 per cent, or $6 billion, of ODA from bilateral and multilateral sources go towards basic services in health and education in developing countries. Considerably larger shares of ODA are allocated to the health and education sectors as a whole.

129. UNICEF, WHO, UNFPA and the World Bank have made different estimates of the resource requirements for achievement of goals in basic social services or gradual development of the health sector. UNICEF estimates that $25 billion are required annually to achieve the World Summit for Children goals and suggests that donors should fund one third, or $8.5 billion. For sub-Saharan Africa, it has been estimated that $8.9 billion are required, of which donors should fund one half, or $4.4 billion, annually. In its 1993 publication, Investing in Health, the World Bank proposed a minimum package of public health and essential services of $20 billion in public expenditures and $40 billion in spending on essential clinical services - a total increase in annual spending from $25 billion to $60 billion. Measures for AIDS prevention and family planning are included in the World Bank estimate, but these may not be entirely consistent with other estimates by WHO and UNFPA for the same activities.

130. These figures suggest that substantial additional funding for basic social services is needed from the donor community, in addition to improvements in cost-effectiveness and efficiency with resources already available for basic social services. Drawing on suggestions made in the UNDP Human Development Report, UNICEF, in the 1993 State of the World's Children report, introduced the concept of "20/20" for resource allocations from donors and recipient countries towards basic social services. The "20/20" vision is an advocacy tool meant to illustrate the need for substantial and sustained high levels of complementary/reciprocal external and national funding for human development priorities, as identified in national programmes of action and recommended in the Plan of Action of the World Summit for Children. It suggests that, collectively, donors need at least to double their funding for human development priorities. The initiative underlines the need for better costing and financial data in the social sectors, as well as improved monitoring of implementation and impact of services for children and other vulnerable groups. The "20/20" concept also suggests that firm reciprocal commitments by donors and recipients could take the form of "development compacts" for children and national programmes of action negotiated at country level.

131. Recent efforts to estimate current levels of external expenditures on human development priorities suggest a general lack of transparency and detail in reporting by donors to the Organisation for Economic Cooperation and Development (OECD) on ODA, including intrasectoral allocation in the social sectors. This is unfortunate, as greater transparency in ODA could facilitate discussions on opportunities for reallocation of current ODA in support of human development

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priorities. UNICEF continues to work with other intergovernmental bodies, including OECD and the International Network for Development Information Exchange (also known as "INDIX") to encourage bilateral donors as well as NGOs to increase transparency and accountability in their aid allocations.

132. For countries in Africa, efforts to service their crippling debt burdens to primarily official, bilateral and multilateral lenders are exhausting the fiscal and human resources of these countries. These are resources which could be spent in support of growth and poverty alleviation. UNICEF continues to advocate debt relief by bilateral donors at least according to the "Trinidad terms", but preferably on those proposed by the Netherlands Minister of Development Cooperation in September 1990, i.e., total write-off of official bilateral debt for low-income countries. However, especially for those countries whose loan portfolios are dominated by loans from international financial institutions but which nevertheless have not seen sufficient recovery in their economic and social situation, it is now pertinent that the international community work with the institutions to find a solution to the multilateral debt problem which will allow low-income countries to service multilateral debt so as not to impede efforts to accelerate economic growth and social development.

133. International financial institutions, particularly the World Bank, are devoting much larger proportions of their resources to social development. This is indeed a positive development and a source of considerable hope for progress in health and education. UNICEF is increasing collaboration with institutions such as the World Bank, the regional development banks and the European Community. Recently, UNICEF has intensified discussions with the European Community, the Inter-American Development Bank (IDB) and the Arab Gulf Programme for the United Nations Development Organizations, which are already showing encouraging signs. With the involvement of the headquarters Programme Group and field offices, the Programme Funding Office (PFO) will encourage funding from multilateral institutions in areas of mutual interest between them and UNICEF. The private sector is another emerging source of support for achieving priority human development goals. The involvement of Rotary International in polio eradication has set an example which other groups, such as Kiwanis and JCI, are emulating.

134. On a small scale, the debt swaps for children facilitated by UNICEF are ways of turning outstanding debt obligations into support for national programmes of action. This debt relief for children initiative is now in its fifth year and to date has generated some $20 million in local currency for programmes for children. UNICEF will work closely with a number of countries in West Africa to mobilize funding through debt swaps for national programmes of action related activities.

G. Facts for Life

135. Facts for Life, a publication expressing in plain language the latest scientific consensus on practical, low-cost, family-based ways of protecting the lives and health of children, will enter a new phase during the plan period, expanding on the remarkable distribution of the first edition (almost 10 million

copies in 180 languages in the first four years of publication) with a revised second edition including a new chapter on ECD. UNFPA has joined UNICEF, UNESCO and WHO in co-publishing and helping to disseminate the new edition.

136. The new phase will be marked by an effort not merely to extend the reach, but also to strengthen the impact of the priority information which the publication contains. This will be accomplished though the use of this information in conjunction with community and group level animation, as is being done already in at least one country. In this process, Facts for Life, provides crucial and authoritative information to serve as inputs into neighbourhood and group efforts to confront and deal with their own problems through assessment, analysis and action. A user's guide is being produced, to be complemented by video material. Based on Facts for Life, the Child-to-Child Trust (United Kingdom) and its French counterpart, L'enfant pour l'enfant, have developed a publication entitled Children for Health, which provides a similar guide to action for educators or other care-takers of young children. Children for Health accompanies Facts for Life information with activities aimed at engaging the child in a combination of action and learning, which leads to internalization of the information as it stimulates participation in practical application.

137. These initiatives will take longer to move into widespread practice than conventional dissemination, even given the enormous diversity of alternative, local and mass media employed up to the present. Nevertheless, some of this experience has already engaged intermediary communicators and they, in turn, their audiences, in more personal and interactive communication which is vastly more effective in helping people to internalize and act upon new information.

138. Emphasis and support will be given to more systematic training in the animatory processes of educative communication of those government and non-government personnel who already deal with large numbers of people. UNICEF already supports much training of government personnel, which provides the opportunity to introduce techniques of animatory education and communication developed and refined over the past two decades, largely outside mainstream development action. In this context, the practical orientation, authority and simplicity of Facts for Life achieve a power and relevance, and thus more systematic impact on underlying attitudes and consequent action, than is possible by other means.

VI. REGIONAL DIMENSIONS

139. The UNICEF approach to planning is country-specific. Regional strategies are distillations of country strategies that appear to be characteristic of a particular region. To avoid repetition, major programme areas and strategy components that are common to UNICEF as a whole are not discussed here unless they are of special importance in the regional context. The priorities and programme emphases that characterize a given region may not always be applicable in all countries of that region.

140. Regional priorities also should not be allowed to obscure the fact of UNICEF commitment to, and priority for, LDCs. Although the majority of these

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are in Africa, there are very large numbers of children living in LDCs in other regions of the world as well. In its programming guidelines, UNICEF has taken into account the outcome of the Second United Nations Conference on the Least Developed Countries and will be guided by the Programme of Action for the Least Developed Countries for the 1990s, as called for in General Assembly resolution 46/156 of 19 December 1991.

A. Sub-Saharan Africa

141. Africa achieved little economic growth in the early 1990s owing to a combination of short-term factors such as drought and civil strife, as well as longer-term adverse trends in commodity prices, mounting debt obligations and stagnant levels of external assistance. However, many countries are now exhibiting improved economic management and several large ones, including Ethiopia, Mozambique and Uganda, have achieved greater internal stability. For 1994-1997, growth rates of 4 to 5 per cent are considered attainable and would support a modest recovery in per capita incomes. The African Development Bank has committed itself to allocating 25 per cent of its lending portfolio to social programmes. Investment, however, requires peace and a modicum of stability. As long as civil conflicts such as those in Angola, Burundi, Liberia, Somalia and Zaire continue to affect major portions of the continent, planning for development must be matched by preparedness for more human and material disasters. A major turning point is the transition to full democracy in South Africa. If successful, this will open up major opportunities and challenges for Africa as a whole, and especially its southern portion.

142. Recent data indicate that IMRs and maternal mortality rates (MMRs), which had been decreasing, are beginning to rise in some countries because of the spread of HIV/AIDS, malaria and other diseases related to weakened public health services. The AIDS epidemic threatens to weaken public administration, household food security and economic growth as well as the individuals directly affected.

143. Virtually all countries in Africa, with the exception of Gabon, conflict-affected Angola, Somalia and Zaire, the new nation of Eritrea and South Africa have drafted or finalized national programmes of action. These are increasingly backed by shifts in public expenditure priorities towards human development, including basic services and poverty alleviation. UNICEF will continue to promote these trends and to advocate with donors a similar reassessment of priorities, as well as increased resource flows and the reduction of debt.

144. At ICAAC, Governments identified a series of mid-decade targets for children very similar to those later endorsed by JCHP. Despite constraints, achievement of several goals is possible. The majority of countries consider that the EPI goals are attainable nationally, while countries affected by emergencies and some of the Sahelian nations where physical access to health infrastructure is very limited are aiming to achieve these goals in accessible areas. Awareness of ORT has risen dramatically in recent years, but the gap between knowledge and practice is still wide. The potential for achieving universal salt iodization is high and will be pursued vigorously at the national level and through coordinated intercountry initiatives. The virtual elimination

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of vitamin A deficiencies may also be achievable, but will require greater resources. The elimination of dracunculiasis (guinea worm disease), or at least its elimination as a serious public health problem, is considered attainable by 1995 in several of the countries where it is endemic. BFHI is being pursued vigorously and a number of countries, such as Cape Verde and Côte d'Ivoire, aim to achieve that goal before the end of 1995. Even in countries affected by emergencies, the prospects for attaining the goals of the initiative in major urban areas are good.

145. In sub-Saharan Africa, UNICEF will focus its support in health during the period 1994-1997 on (a) strengthening health care delivery systems within the context of the Bamako Initiative (which Africa has now largely adopted as a basic strategy), with emphasis on community financing and management, community participation and cost-effective, affordable services, as part of overall health system reforms; (b) maintaining the high coverage and quality of EPI while targeting low coverage and improving disease surveillance; (c) reducing maternal and perinatal complications and death through the safe motherhood initiative; and (d) prevention and control efforts in the areas of diarrhoeal diseases, micronutrient deficiencies, malaria and AIDS, the latter particularly through targeted educational efforts for behavioural change and support to community coping mechanisms. Efforts for dracunculiasis eradication will provide opportunities in endemic countries for strengthening overall public health through the establishment of sustainable integrated surveillance systems focusing on the community level.

146. Community-based problem-solving and the empowerment of women are core strategies in the implementation of the Bamako Initiative, dracunculiasis elimination, household food security and reproductive health programmes. These strategies aim to improve community and household "caring capacities" as well as household nutrition, health and hygiene practices. Strengthening the active involvement of women in all sectoral programmes and enabling women to broaden not only their productive and community roles but also their roles in management and decision-making will be stressed.

147. PEM will be a major problem in Africa during the plan period. The development of community-based monitoring and surveillance systems for nutrition, dracunculiasis and EPI diseases will be used as entry points for broader analyses of household capacity concerning the health status and nutritional behaviour of women and children, as well as care and counselling for AIDS patients and orphans.

148. In the area of water supply and environmental sanitation, UNICEF will support (a) the development of more effective communication and advocacy activities; (b) encouragement of local participation in financing and managing; (c) improvement of sector monitoring to enhance planning; (d) better targeting for synergistic impact; and (e) greater focus on cost-reduction through the reduction of borehole construction costs, use of alternative materials and technologies, use of renewable energy sources for water pumping in large communities and use of improved subsurface hand-pump components in the rehabilitation of existing systems.

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149. Support in the education sector will focus on advocacy at the political level to bring about educational reform and on concrete support for the implementation of such reforms. In particular, efforts to reduce gender disparities in basic education will be stressed, particularly through preventing girls from dropping out of school, as well as helping children to make the transition from home to school and improving the information base for basic education planning. Overall enrolment must be increased at the same time.

150. Increasing collaboration with African institutions and NGOs has yielded new partners for food security, public health and micronutrient programmes. The strategy of working with African regional organizations and professional groups will be strengthened over the plan period, aiming to increase cost-effectiveness, build national capacities and assure sustainability of UNICEF-supported interventions through joint training programmes, operational research and advocacy for children and women.

151. Given the widespread armed conflicts of recent years and the continuing rise in urban violence, greater emphasis will be given to understanding and addressing the psycho-social effects of violence on children and strategic actions to assist them in the process of normalization and recovery. A similar and growing priority will apply to street children and those orphaned by AIDS. Interventions to support improved emergency preparedness and vulnerability reduction, including among women, will form a significant part of UNICEF country programmes in Africa.

B. Latin America and the Caribbean

152. The Latin America and Caribbean region is experiencing overall improvement in economic performance, with the notable exceptions of Brazil, Cuba, Haiti, Nicaragua and Venezuela. Despite output growth, however, countries in the region are experiencing a very slow recovery in employment. Although mortality indicators have improved, national rates mask the social and geographical disparities within countries. The fall in economic and social investment also produced a severe deterioration in the quality of health and education services from which the region has not yet recovered.

153. Current economic improvement has in large part been the result of adjustment policies adopted during the 1980s, which had a regressive effect on the distribution of wealth to the point that almost all countries in the region show an income structure more unequally distributed than that of the 1970s. Data from 1990 show 46 per cent of the population of the region living below the poverty line, which is 4 per cent more than 20 years ago. The absolute number of poor people in the region grew to an all-time high of 192 million, an increase of over 80 million from 1970 to 1990. While the incidence of poverty strikes the rural population more, where 60 per cent of people are poor, the vast majority of poor, 115 million, are in urban areas.

154. The region has responded to these circumstances in part by developing an impressive set of national programmes of action. A series of cost estimates for achieving the national programme of action goals has been carried out by the World Bank at the request of UNICEF. The Pan-American Health Organization is

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also engaged in similar studies, which show that national programmes of action are financially viable and sustainable for most countries of the region. However, the poorest countries will need special financial assistance, in the order of $400 million to $700 million, to achieve the goals for the year 2000.

155. Noteworthy also are the efforts of almost every country in the region to implement national programmes of action at the municipal level. The International Colloquium of Mayors, held in Mexico in July 1993, and the follow-up meeting of the Latin America and Caribbean Mayors Coordinating Group, held at Quito in November 1993, set the pace for the new participation of local Governments in the achievement of national programme of action goals. Important initiatives include the establishment of a code for Mayors as Defenders of Children and the certification of public works for children. This new tendency is part of the general movement towards decentralization and municipalization of social services. However, this poses new problems to municipalities with limited economic development and financial resources and which do not have access to special compensatory funds.

156. For the region as a whole, it is expected that by 1997 at least 70 per cent of the gap between the 1990 baseline and the goals of the World Summit for Children will be achieved. The mid-decade targets for immunization (including the goals for measles, neonatal tetanus and polio), iodization of salt and prevention of vitamin A deficiency are expected to be achieved, perhaps before the end of 1995. It is estimated that although nearly one half of all diarrhoea episodes in the region are now treated with ORT, 150,000 children under five years of age still die every year due to dehydration caused by diarrhoea. Thus, CDD is still a priority for UNICEF in the region. The goals for ORT use are 80 per cent in 1995 and 90 per cent in 1997, plus 50 and 60 per cent, respectively, of correct case management. The region's coverage for water supply, including Brazil, is expected to be 88 per cent in 1995. Excluding Brazil, the rate will be 75 per cent. Yet, the goal of universal access to water and basic sanitation by the year 2000 will be difficult to achieve fully. It means access to water for an additional 176 million inhabitants and to basic sanitation for an additional 221 million. The percentage of vaccines given through routine services (60 per cent) will have to increase to assure sustainability of the immunization goals.

157. Latin America and the Caribbean is the region with the highest school enrolment rates in the developing world. There is a general decline in illiteracy and there are no gender differences in access, retention and graduation rates - except for the Caribbean, where, interestingly, the performance of girls surpasses that of boys. Yet the region has the highest repetition rates and severe deficiencies in the quality of education. High enrolment and literacy rates also mask disparities within countries among remote rural and indigenous groups. Latin American and Caribbean countries spend an estimated $42 billion each year teaching 20 million repeaters.

158. To increase primary school effectiveness, reduce repetition and improve quality, the following strategies will be promoted: (a) changing traditional expository methods of teaching and learning to more child-centred, cooperative learning; (b) adopting flexible systems of promotion and bilingual and multigrade teaching when needed; (c) increasing the availability of teaching and

learning materials such as self-learning modules and materials to teach learning and life skills; (d) improving students' capacity for learning through the expansion of low-cost, community- and family-based ECD activities and the empowerment of parents. These strategies will be supported by the establishment of local area-based planning, management and monitoring mechanisms and by the introduction of simple methodologies for assessment of learning.

159. In the area of child rights and the Convention on the Rights of the Child, most countries of the region are now in the post-ratification phase. One of the main challenges is the substantial translation of the Convention into national legislation.

160. Other related initiatives are linked to the collaboration with IDB aimed at, among other objectives, defining new ways to finance national programmes of action. In the area of financing, countries such as Argentina and Brazil are also well advanced in private fund-raising activities. Also worth mentioning are the studies on the restructuring of public expenditure included in the agreement between UNICEF and the Economic Commission for Latin America and the Caribbean.

161. These initiatives are part of a mobilization process that also includes conceptual alliances with United Nations organizations, research institutes and universities so as to increase UNICEF capacities to support regional and national policies and country programmes leading to implementation of mid-decade and decade goals. These strategies are also fostering state reforms linked to decentralization policies and greater participation of civil society in the general transformation of the present socio-economic situation of the region.

162. In order to buttress the role of the regional office in the assessment of the impact of past and present cooperation, and in line with the recommendations of the multi-donor evaluation, the regional office has been conducting in-depth analyses of selected evaluations carried out in the region in the past three years which has resulted in technical recommendations to support the evaluation function in the region.

C. Asia

163. The 410 million children of South Asia constitute one quarter of the world's total. Globally, South Asia has the largest number of children living in absolute poverty and suffering from malnutrition. Of the 35 million children born each year, some 3 million die in their first year, about two thirds of them in India. About 5 million children die each year before they reach five years of age. In Bangladesh, one half of all deaths are among children under five years of age. The average IMR in South Asia is around 90 per 1,000 live births, with Bhutan indicating an IMR of 134. One fourth of maternal deaths in the world occur in South Asia, with Nepal reporting an MMR of close to 850 per 100,000 live births. South Asia accounts for more than one half of the illiterates of the world. In South Asia as a whole, about one half of the children between 6 and 11 years of age are out of school at any given time. In most countries, gender disparities mark an already deficient picture of enrolment, completion and literacy.

164. The challenges are enormous in a region with some of the lowest per capita gross national product (GNP) rates in the world. The children and women of South Asia need and deserve a commensurate share of international development assistance to be allocated to priority human resource development to match national efforts. This is vital if a generally slow but improving trend is to be accelerated and sustained with a view to credible movement towards achieving the mid-decade and decade goals.

165. Some strategic steps requiring UNICEF support in the region are (a) refining national programmes of action, with due attention to costing and financing; (b) decentralizing national plans and goals to lower levels of jurisdiction and implementation; (c) assisting communities, especially women's groups, to organize themselves; (d) encouraging community groups to work with intersectoral teams from local Governments; (e) harmonizing national laws with the Convention on the Rights of the Child; (f) training to increase capacity for communication and community activation in goal-related areas; (g) mobilization of political, social and economic institutions; (h) identifying national and regional resources for technical assistance and cooperation; (i) reallocating domestic budgets and external resources in support of the goals; and (j) mobilizing national and international resources for priority human development.

166. SAARC has sustained its pioneering tradition of putting children and women high on the regional agenda. The Ministerial Meeting of SAARC member States concerning Children in South Asia issued the Colombo Resolution on Children in September 1992, reinforcing the national programmes of action of the seven countries in a regional perspective through an illustrative set of common mid-decade goals and strategic guidelines. Two interrelated strategic principles of operational value articulated in the SAARC resolutions are: (a) community-Government partnership - i.e., between organized communities and intersectoral teams of government functionaries, mediated by voluntary and professional agencies; and (b) annual action plans on major and supporting goals, disaggregated by compact administrative units, organically linked with other basic development aims. In 1992, countries began to formulate national versions of the SAARC Decade Plan of Action for the Girl Child (1991-2000). Bangladesh and India have prepared such plans and others are in the process of doing so. The Seventh SAARC Summit of Heads of State and Government, held at Dhaka in April 1993, fully endorsed the Colombo Resolution on Children, strongly linking it with the collective commitment to eradicate poverty in 10 years.

167. In the East Asia and Pacific region, there has been significant progress in the survival, protection and development of children and women. Seven countries of the region (China, the Democratic People's Republic of Korea, Malaysia, the Philippines, the Republic of Korea, Thailand and Viet Nam), which represent 85 per cent of the population, have achieved IMRs and U5MRs below 50 and 70 per 1,000 live births, respectively. However, six countries (Cambodia, Indonesia, the Lao People's Democratic Republic, Mongolia, Myanmar and Papua New Guinea) still have unacceptably high IMRs and U5MRs, with the highest rates of 123 and 193 per 1,000 live births, respectively. Opportunities for achievement of the mid-decade goals are very positive. Several countries in the region will be able to achieve most mid-decade goals, while major efforts will be required for those for micronutrient deficiencies and BFHI. However, countries such as

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Cambodia, the Lao People's Democratic Republic and Papua New Guinea will need to focus on UCI, with more concerted effort for all other mid-decade goals.

168. The priorities of the region for achieving these goals focus on several programme areas. A major mid-decade goal is the sustainability of UCI. However, diarrhoeal diseases, ARI, measles and, in some cases, malaria, are still the leading causes of child mortality, usually compounded by malnutrition, ignorance and poverty. The decline of breast-feeding in the region has given rise to considerable concern. Nevertheless, the promotion of breast-feeding practices and the banning of public advertising about the use and free supply of infant formula to hospitals are being pursued actively in most countries through BFHI. With the commitment of China, Malaysia, the Philippines, the Republic of Korea, Thailand and Viet Nam to achieve this objective, the free supply of infant formula to hospitals should stop by the end of 1995. MMRs remain high in Papua New Guinea, Cambodia, Myanmar and Indonesia, with rates of 900, 500, 460 and 450 per 100,000 live births, respectively. The goal to reduce MMR is being pursued through the safe motherhood initiative. Even in the formerly centrally planned economies and pro-natalist environments of Cambodia, the Lao People's Democratic Republic, Mongolia and Myanmar, the concepts of family health and birth spacing are gaining acceptance. The current trend in the region is to integrate family planning services with MCH services, with the specific objective of lowering maternal and child mortality, as in China, Indonesia, Myanmar, Thailand and Viet Nam. The region continues to be relatively advanced in terms of literacy and primary education enrolment rates. However, Cambodia, the Lao People's Democratic Republic and geographically isolated areas in China, Thailand and Viet Nam continue to have problems of access to primary education.

169. East Asia's rapid urbanization and industrialization, propelled by a growing export economy and trade liberalization, have given rise to social problems of growing proportions, including exploitive child labour under hazardous working conditions, child prostitution, neglect and abuse of children, street children and the homeless, child drug addicts and those engaged in crime. These are compounded by the continued disparities faced by girls. Studies and research into the girl child and the establishment of data-gathering systems to support the monitoring of children in especially difficult circumstances are important, as is the need for systems to monitor goals for children. AIDS poses a major health and survival threat to women, and consequently to children, and is spreading very rapidly among intravenous drug users and prostitutes, especially in Myanmar and Thailand, although cases are reported in virtually every country of the region.

170. The responses of the region reflect its wide diversity, with countries in transition from centrally planned economies to the free market and newly industrializing countries also in transition to becoming donors and partners in development. At the September 1993 regional ministerial consultation held at Manila 17 countries came together to renew their commitments to children through the "Manila Consensus". A regional consultation on the Convention on the Rights of the Child, held at Beijing in August 1992 enabled Governments to clarify monitoring and reporting issues with members of the Committee on the Rights of the Child. The consultation concluded with the "Beijing Consensus", which urged Governments to transform the principles and provisions of the Convention into national legislation and administrative and judicial rules and practices. Among

areas of emphasis for the region are poverty alleviation; sustainability in development; national capacity-building; reaching the unreached; reducing disparities through improved area-based programmes and programmes targeted to the poor; and research and monitoring on the situation of children in especially difficult circumstances, specifically in the areas of child prostitution, child labour and victims of HIV/AIDS.

D. Middle East and North Africa

171. Some 140 million children below 16 years of age and 53 million under five years of age live in the Middle East and North Africa region. Disparities in levels of development, access to services and survival or educational rates remain considerable both within and between countries, between males and females and between urban and rural populations. With over 50 per cent of children living in the rapidly growing cities of the region, partnerships will be strengthened to promote subnational planning and alliances for the urban child, but also for rural children living in isolated pockets of poverty. Approximately 75 per cent of the population of the region are concentrated in six countries, Algeria, Egypt, the Islamic Republic of Iran, Morocco, the Sudan and Turkey, whose progress towards the decade goals for children will receive close scrutiny and support. Five of the countries with the least resources per capita, Djibouti, Egypt, Morocco, the Sudan and Yemen, face the greatest challenges in meeting the goals for children for the year 2000. These countries require concerted support from the international community and will be the focus of special subregional networking of knowledge and resources. UNICEF will continue to exploit opportunities opened up by the ongoing Israeli-Palestinian peace process to advocate the evolution and application of child-centred social policies and community-based development processes for children in the West Bank and Gaza, as well as for Palestinian children throughout the region. Evolving forms of civil society and democratic pluralism have created uncertainties in the region, but these developments also offer the opportunity for new forms of partnerships among Governments, advocacy groups and NGOs to promote the well-being of the child. Capacity-building through intraregional networking of individuals and institutions focused on child development priorities, as well as use of rapidly-evolving means of electronic networking and communication, are strategic emphases that cut across all sectors.

172. All countries have completed or are completing their national programmes of action, which include the mid-decade goals. All Arab States have endorsed the Pan-Arab Plan for Child Survival, Protection and Development of the League of Arab States. The League and UNICEF, together with other regional, subregional and international organizations, will continue to promote the regional "children first" ethos, will support implementation and assessment of national plans and strategies and will cooperate to mobilize resources, especially from within the region, to promote realization of the decade goals for children. Advocacy will focus on achieving ratification within the region of the Convention on the Rights of the Child and on implementing the provisions of the Convention in every country.

173. Countries in the region have made impressive progress in reducing IMR and U5MR to 67 and 85 per 1,000 live births respectively, but over 1 million

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children under the age of five years still die every year from vaccine-preventable diseases or diseases that can be treated easily or cheaply, such as diarrhoeal dehydration and ARI. Behind these deaths lie the underlying and interrelated causes of malnutrition, female illiteracy, inadequate hygiene and inadequate water supply and sanitation. Regional health activities will focus on priority diseases and on the achievement of the mid-decade goals. Largely unrecognized until recently as a public health problem in at least 10 countries in the region, IDD will be addressed through national salt iodization programmes and community awareness of preventive measures. With MMRs still high, the safe motherhood initiative will continue to be a high priority. Cooperation will be sought with other African regions to combat female genital mutilation and other harmful traditional practices, with action centred on the Horn of Africa.

174. While progress in education of girls and literacy of women in the region has been impressive, gender disparities still adversely affect access to and retention in basic education for girls, and over 60 per cent of women are still illiterate. Thus the promotion of education of girls and of essential life skills and knowledge of women, through regional networking and intercountry support, will remain a high regional priority linked to activities to enhance the status of women and to reduce gender stereotyping. As the quality of education varies greatly within the region, attention will be given to reforming teaching practices and to promoting student-centred learning processes that emphasize problem-solving, critical thinking, interdependence and tolerance. By early 1996, selected countries will be implementing nationwide programmes to monitor and assess learning achievement. Seven countries are taking the lead in implementing national ECD programmes, using both community and media-based strategies to empower all parents and caregivers with critical child-rearing skills and knowledge.

175. Special regional attention is being given to the psycho-social health and well-being of children in zones of armed conflict. Regional networks of professionals and institutions will continue to be strengthened. Training processes and resources are being developed and applied in several countries to assist parents, teachers, health workers and community workers to help children traumatized by exposure to armed conflict.

E. Central and Eastern Europe and the Commonwealth of Independent States

176. The economic and social transitions in Central and Eastern Europe and CIS member States since 1989 have created social costs far greater than was anticipated at the time. The reductions in income and living standards in this group of countries, albeit starting from much higher levels and not of equal severity everywhere, is proportionally more acute than that suffered in Latin America and Africa during the "lost decade" of the 1980s. Poverty is increasing rapidly, death rates are escalating and birth rates contracting, school enrolment is declining and delinquency is spreading rapidly. The crisis has affected all but a few social groups and, along with pensioners in some of the countries, children and youth have been hit the hardest.

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177. UNICEF involvement in Central and Eastern Europe and, more recently, the CIS, has intensified since 1990, when the Executive Board first allocated funds for data collection on the situation of children and women and other related activities in the region (E/ICEF/1990/13, decision 1990/5). Subsequent action by the Executive Board at its 1991 and 1992 sessions authorized, respectively, UNICEF support for the development in these countries of child-focused policies in the context of the transition to market-oriented economies, and the development of programmes of assistance financed from general resources and supplementary funding in countries meeting UNICEF criteria for regular programme support (E/ICEF/1991/15, decision 1991/20 and E/ICEF/1992/14, decision 1992/19). In all three years, the Board also authorized emergency support to meet the most urgent needs of children and women. At its 1993 regular session, the Executive Board approved short-duration or "bridging" country programmes for Albania, Armenia, Azerbaijan, Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan, as well as a supplementary funding programme for Romania. These programmes will continue through 1994 and similar bridging recommendations for Bosnia and Herzegovina, Croatia, the Federal Republic of Yugoslavia (Serbia and Montenegro), the former Yugoslav Republic of Macedonia and Georgia are being presented to the Executive Board, at its second regular session in 1994, mostly for supplementary funding.

178. One product of the data collection authorized by the Board has been the ICDC project on monitoring the transition in Central and Eastern Europe. The first report of this project, issued in 1993, has demonstrated the depth and seriousness of the crisis. This, together with on-the-ground experience in Albania, Romania, the former Yugoslavia, and, more recently, in Central Asia, coupled with frequent contacts in other countries of the region, makes it clear that a number of countries have per capita GNPs and U5MRs similar to many middle-income developing countries and thus meet the criteria for allocation of UNICEF general resources. It is also clear that this will continue to be the case for quite a few years to come, that emergency conditions prevail in quite a few of these countries and that, for the region as a whole, more attention needs to be given to "adjustment with a human face".

179. The Executive Director is undertaking a review of UNICEF operations and organizational structure in this part of the world and, based on that review, will present a clear proposal to the Executive Board in 1994, depending on the programme of work adopted by the Board for the year.

F. Industrialized countries

180. In accordance with its mandate, UNICEF resources are to support programmes in developing countries. UNICEF advocacy, however, may encompass industrialized countries, especially since both the Convention on the Rights of the Child and the World Summit for Children set global principles for the protection and development of children, as well as programme approaches and policy recommendations that are applicable in all countries. Indeed, the increasing number of transnational problems such as AIDS, armed conflicts, migration, child exploitation, the decline in breast-feeding and the degradation of the environment call for joint actions by industrialized and developing countries alike.

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181. The development of global solidarity for children is at the core of the UNICEF role in industrialized countries. The organization is fortunate in having National Committees for UNICEF as its partners in this task. A major function of National Committees is to advocate child rights, highlighting the interdependence of industrialized and developing countries.

182. As part of their commitment to follow up to the World Summit for Children, many industrialized countries have prepared national programmes of action which deal with programmes for the well-being of their own children as well as support for programmes for children and human development as part of development cooperation. In this connection, advocacy for the "20/20" principle emphasizes adjustments in favour of human development priorities in the domestic budgets and aid requests of developing countries and corresponding adjustments in both domestic and international aid allocations of industrialized countries.

183. ICDC will continue to be a forum for analysing some of the issues affecting children in both north and south. Since effective implementation of the Convention on the Rights of the Child is an important global objective, and this concern is also high on the ICDC agenda, the rights of children will remain an area of special interest there in terms of work on transnational policy issues. Researchers and front-line workers from both within and outside UNICEF will meet at the Centre in the coming years to reflect on ways to deal with the problems mentioned and others of common interest. The aim is to facilitate a genuine two-way transfer of knowledge and the formation of highly participatory international networks that will exchange information on promising, innovative experiences from all parts of the world.

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VII. MANAGEMENT IMPLICATIONS FOR UNICEF

184. Recognizing the challenges ahead for UNICEF in the 1990s, the Executive Board decided in 1991 to consider the need for a review of the administrative and management structure of the organization. At its regular session in April 1993, the Board decided that such a review should be carried out by external consultants, in consultation with the secretariat (E/ICEF/1993/14, decision 1993/23). The scope of the study will include headquarters as well as regional and country offices and it will consider structures, process systems and management aspects. A revised outline, terms of reference and budget were submitted to the Board for approval at its first regular session of 1994 (E/ICEF/1994/AB/L.1). The Executive Board subsequently amended the revised proposal, with changes to be incorporated in a revised text (E/ICEF/1994/AB/L.1/Rev.1) to be issued subsequently by the secretariat (E/ICEF/1994/13, decision 1994/R.1/6). The review is being carried out during 1994 and the report of the consultants, together with the recommendations of the Executive Director, will be discussed by the Executive Board in 1995. The consultants and the secretariat will take into account developments related to the reform and restructuring of the United Nations and follow-up actions relative to the multi-donor evaluation.

185. Implementation of the Executive Board decisions that will arise from the recommendations of the review clearly will affect the management of UNICEF during the plan period. What follows, therefore, will be subject to revision at that time.

A. The Executive Office

186. The Executive Director, together with the Deputy Executive Directors, will continue to manage the organization, together with field and regional offices and making use of various policy, programme and organizational instruments, including the existing framework of committees (Senior Staff Review, Budget Planning and Review Committee, Finance Advisory Committee, Internal Audit Committee, External Relations Committee, Information Resources Management Advisory Committee); regular meetings (of deputies, directors, executive staff, regional directors, etc.) and ad hoc task forces organized around specific issues. The Executive Office will also play its part to ensure that UNICEF action contributes significantly to broader United Nations initiatives in the domain of sustainable economic and social development and overall system reform.

187. As a voluntarily funded agency, UNICEF must continually earn the right to seek its share of development resources through the credibility, impact and sustainability of its actions. Maintaining the high degree of credibility which UNICEF enjoys for its action and advocacy and making constant efforts to improve further its management and accountability will receive the highest priority from the UNICEF executive management in the plan period.

B. Programme management

188. Country programme and office management plans, which systematically link programme objectives, office work priorities and staff development and training priorities to the available human and financial resources, are becoming part of general practice in UNICEF offices. Work plans for country programming exercises will become more efficient through more systematic use of the results of the mid-term review and the ongoing situation analysis of children. These two exercises will feed into the preparation of stronger, more feasible strategies and programme and project plans of operation so that UNICEF cooperation plays a more strategic role in achieving priority goals of national programmes of action. During programme implementation, semi-annual and annual reviews will become more the norm for assessing the extent to which UNICEF cooperation is playing a strategic role in helping the country to achieve its goals. These reviews will have a strong prospective as well as retrospective focus so that specific course corrections are well charted for the coming year.

189. This course correction process will be greatly facilitated by the introduction of the programme manager system, which intends to improve information resources management at the country programme level, strengthen financial accountability, improve information exchange and coordination between headquarters and the field, reinforce and help improve systems for programme monitoring and evaluation and upgrade support to and accountability in staff performance, beginning in 1995.

190. Programming in circumstances of political instability probably will remain an important feature of UNICEF work. Where the situation of the target population is altered dramatically by political upheaval and it is not realistic to pursue a normal country programme exercise, it will be replaced with a short-term bridging programme. For countries that are chronically unstable, emergency contingencies will be built into the regular programme.

191. Increasingly, UNICEF managers will link country programmes of cooperation with other United Nations programmes of assistance and those of bilateral donors and NGOs through the country strategy note and the national programme of action of the country and subnational programmes of action for children. This thrust will increase opportunities for inter-agency experience exchange and information dissemination as well as help to improve the use of indicators for efficient and effective programme management.

C. External relations

192. External relations in UNICEF are dealt with by four divisions: the Division of Information (DOI); the Division of Public Affairs (DPA); PFO; and Greeting Card and related Operations (GCO). As a part of the normal review that will take place in 1994 in preparation for the revised 1994-1995 and proposed 1995-1996 administrative and programme support budgets, the functions and structure of this sector will be reviewed thoroughly and if necessary, reorganized to provide more adequate support for the achievement of the mid-decade and end-decade goals and other priority organizational objectives. Efforts will be made for further consolidation of recognized strengths and

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increased cost-effectiveness. The transformations that occurred and continue to occur in the social, economic and political environment of the world might entail a further refocusing and restructuring of UNICEF work in external relations, building on the findings of the internal evaluation of the sector conducted in 1989 and the results of the proposed in-house review.

193. The objective of the proposed review is fourfold: (a) to ensure the most efficient and cost-effective operations in all areas of external relations in New York and at other headquarters locations; (b) to create the most efficient mechanism of support and consultation with donor countries based on a continuous exchange of information; (c) to increase income from the private sector through an expansion of fund-raising activities in both traditional donor countries and newly industrialized and developing countries; and (d) to continuously expand and strengthen the network of strategic partners and allies in support of programmes for the well-being of children and women.

Information

194. Two main objectives have provided the framework in formulating the medium-term strategy for information and education for development: (a) advocacy and information for the achievement of the decade goals for children; and (b) creating awareness of issues relating to women and children in order to generate moral and financial support for them. During the plan period, DOI will seek to create an "enabling" environment for these objectives by building on media outreach and taking advantage of new technologies to reach new audiences.

195. UNICEF will focus international attention on the goals using the occasion of the International Year of the Family (1994), the International Conference on Population and Development, the World Summit for Social Development and the Fourth World Conference on Women and will maximize advocacy impact around the annual launches of the State of the World's Children report, the Progress of Nations, the Day of the African Child and the International Children's Day of Broadcasting.

196. Efforts to raise awareness of both broader development issues and the more focused World Summit for Children goals will continue through the dissemination of targeted information to policy makers, the media, NGOs and the general public. Special efforts will be made to make UNICEF information available on international databases and through co-productions, both with satellite and terrestrial broadcasting networks, and collaboration with international press agencies and professional media organizations.

197. It is also important to build confidence in the development process and highlight both successes and challenges. Working with National Committees and other organizations, guidelines on the images projected in UNICEF information/media and fund-raising work are being developed. Opinion research carried out in cooperation with National Committees and analyses of available data will help the organization to develop more focused information strategies.

198. With increasing democratization and the development of a strong press in many countries, UNICEF will encourage the creation of regional networks of

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journalists committed to women's and children's issues through training programmes for journalists in developing countries and direct linkages between journalists from developing and donor countries.

199. Africa will remain a priority for information work throughout the plan period. UNICEF will work with both international and regional media to draw attention to the problems of children in Africa and create an appropriate climate of support. The identification and dissemination of success stories will be given emphasis, along with the training of African journalists.

200. Education for development activities will aim at increasing young peoples' understanding of global interdependence and social justice and at developing the skills and attitudes needed to solve conflict peacefully and participate actively in the processes of change and development.

201. The emphasis will be laid on methodology, developing teaching strategies that are participatory and experiential. Thus, the organization of training workshops and the production of teaching and training guides will comprise much of the work of the section. Efforts will continue to widen the outreach of education for development to include interested field offices as well as National Committees.

202. The major publications of UNICEF will include:

(a) The annual State of the World's Children report. As the annual flagship publication of UNICEF, it is the most far-reaching instrument for establishing the principle of a "first call for children";

(b) The Progress of Nations. Launched in 1993, this annual publication will monitor progress achieved by each country to improve the well-being of its children and women. It records national achievements in child survival, health, nutrition, education, family planning and progress for women to meet the goals set by the world community;

(c) The UNICEF Annual Report. This will be restructured to give more emphasis to UNICEF activities and the performance of countries in each programmatic area and to provide more practical illustrations of the human dimensions of UNICEF field work;

(d) First Call for Children, a quarterly newsletter, and the Features Service will continue as tools for experience exchange among UNICEF offices, National Committees, NGOs, the media and other partners.

203. UNICEF will position itself strategically to benefit from the development of electronic "information highways". UNICEF will enhance its use of electronic information systems and will also venture into electronic publishing - the placing of public information material on CD ROM systems and on major electronic networks for retrieval by the vast audiences now being served by these media.

204. The communications revolution will lead to an explosion of local, regional and global radio and television services, creating an enormous demand for programmes. At the beginning of this revolution, UNICEF is positioning itself

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to strengthen and broaden its work with international satellite channels and major local and regional networks to provide programmes about and for children. This is done through news placement, co-productions with major broadcasters on UNICEF programmes and child survival issues, special productions with international television news agencies and satellite news channels and through training for UNICEF staff and broadcast partners to meet the challenges of the new media environment.

205. A major advocacy tool for the medium term is the International Children's Day of Broadcasting, which provides an opportunity for hundreds of broadcasters around the world to focus specifically on children's issues. The day, on the second Sunday of each December, offers great opportunities for increased television coverage of children's issues and for the building of long-term relationships with broadcasters.

206. Capacity-building, training, especially of journalists, and orientation on women's and children's issues will continue to be the main focus of UNICEF communication support work. Priority activities will take full advantage of new developments in the communication revolution, focus on new initiatives from the field using traditional and modern means of communication and promote new ideas for bringing messages to people, as well as animation and other projects designed to reach vast multicultural audiences.

207. As advocacy and information become increasingly important at both headquarters and in the field, the development of evaluation methodologies to monitor progress and impact is essential. DOI and DPA will work with the Evaluation and Research Office on a priority basis to develop evaluation tools and indicators for the external relations activities of headquarters and field services.

Public affairs

208. During the plan period, DPA will work towards the decade goals for children in two main areas. With regard to the first, direct programme involvement in specialized projects or initiatives, the division will continue to be a prime mover in five programme areas: (a) universal ratification of the Convention on the Rights of the Child; (b) BFHI; (c) elimination of polio; (d) elimination of IDD; and (e) expansion of ORT usage by parents. Touching on all of these will be a continuing emphasis on advocacy for Africa. For the second main area of work, the enlistment of partners, the division will continue to work with National Committees for UNICEF, NGOs such as Rotary International, Kiwanis International and JCI, and intergovernmental organizations such as OAU, SAARC, the League of Arab States, the Organization of the Islamic Conference and the Economic Cooperation Organization. The division will also work with mayors, celebrities, religious leaders and parliamentarians on advocacy aimed at mobilizing support for the decade's goals.

209. For universal ratification of the Convention on the Rights of the Child, DPA will continue to mobilize all of its partners to advocate achievement of this goal by mid-decade, and in so doing give equal advocacy support to the ratification of the Convention on the Elimination of All Forms of Discrimination against Women. The division will work with National Committees in their role as

advocates for child rights in industrialized countries and assist them in developing cooperation with Governments to promote implementation of the Convention and national programmes of action. Globally, the division will also work with the Centre for Human Rights of the Secretariat, members of the Committee on the Rights of the Child and the NGO Group on the Convention (which includes the International Save the Children Alliance, Defense for Children International and others) to promote full implementation of the Convention and develop appropriate monitoring practices.

210. With regard to BFHI, DPA will work with National Committees and NGOs such as the World Alliance for Breast-feeding, the International Baby Food Action Network and La Leche League to ensure that, in industrialized countries, the mid-decade goal of designating all hospitals and maternity facilities as "baby friendly" is achieved, legislative action is enacted in support of the International Code of Marketing of Breast Milk Substitutes and the supply of free and low-cost breast-milk substitutes is ended. Collaboration between UNICEF and National Committees to provide technical and advocacy support for BFHI goals in industrialized countries has opened up a new role for National Committees in countries where there are no field offices. During the plan period, the positive results of this new role, already being demonstrated in Australia, Hungary, Japan, Poland, Sweden, the United Kingdom of Great Britain and Northern Ireland and the United States of America, will be repeated by National Committees in other countries. In the longer term, the division will continue to mobilize support for breast-feeding as an entry point for strengthening infant nutrition.

211. For the polio elimination goal, the division will continue strengthening collaboration with Rotary International. UNICEF collaboration with Rotary has helped to accelerate the trend towards polio elimination in countries such as Togo and Zimbabwe and will continue throughout the decade.

212. On the elimination of IDD, DPA will work closely with Kiwanis International in support of a recently launched fund-raising campaign to mobilize resources essential to achieving this target. Through field trips to Bolivia, Ghana and the Philippines and a carefully developed fund-raising strategy, Kiwanis intends to build and sustain the support of their global membership in support of this goal.

213. On ORT, the division will build upon its already expanded cooperation with JCI with a view to using its business communication networks and media communication contacts for social mobilization and advocacy directed at parents.

214. Regarding the priority to Africa, DPA will strengthen its cooperation with OAU and others to promote implementation of national programmes of action and mobilize international support for priority targets in Africa. Using innovative approaches such as debt relief for children, the division will work with partners, including the National Committees and PFO, to mobilize high-level support to achieve the specific goals and targets called for in the Consensus of Dakar. Similarly, the division will ensure that Africa is always put first when UNICEF global mobilization activities are being developed.

215. As additional support to these activities, the division will encourage associations of religious leaders, mayors and youth organizations such as the scouts to galvanize their participation at the local level in mobilization efforts aimed at reaching all children. A more active policy for the involvement of celebrities and spokespersons in UNICEF fund-raising and awareness-raising activities is also being developed.

216. As the National Committees are the major allies of UNICEF in the industrialized world, DPA will cooperate with them on their work as national advocates for children through policy guidance and by coordinating the overall consultative process of sectoral workshops and general meetings with UNICEF. The division will coordinate work plans, review financial monitoring, help in building stronger cooperation with NGOs, assist in expanding the volunteer network and work to strengthen the capacities of National Committees and support entities for children, where appropriate.

Programme funding

217. Increasingly, donor resources are needed for competing international purposes such as Central and Eastern Europe and the former Soviet Union, peace-keeping, the resettlement of refugees and environmental issues. Concessional resources in particular are also needed now for the Middle East and post-apartheid South Africa. These additional needs occur at a time when donor Governments are making efforts to contain public spending, balance budgets and cut domestic taxes.

218. In this environment, it is important that UNICEF be recognized as an effective channel for Governments, as well as the private sector, to reach the poor and vulnerable in a cost-effective and efficient manner, both where humanitarian assistance is needed and where support for sustainable development is appropriate. This is a particular challenge in those countries whose contributions to UNICEF do not reflect their level of income and development as compared to countries with similar levels. The participation of National Committees and field offices in these efforts will be encouraged. This will require further exploration of innovative fund-raising approaches, including targeting of the private sector, debt conversions and use of counterpart funds. Increased efforts will be made to promote programmes co-sponsored by other multilateral or bilateral funding sources.

219. Donor Governments, with strong public support, have, in general, responded to increasing demands for humanitarian assistance. However, in the prevailing economic climate, resources for development activities, through both bilateral channels and multilateral activities, have fared less well. This situation challenges UNICEF to broaden its resource base in order to reduce vulnerability to events in a few critical donor countries. This will be done through intensified efforts to mobilize resources from international financial institutions and other multilateral donors, innovative fund-raising mechanisms such as debt conversion and greater efforts with the private sector.

220. Until recently, most key donor Governments made commitments to general resources during the United Nations Pledging Conference for Development Activities. The Pledging Conference should provide a sound basis for income

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projections for the coming year and for the associated financial planning. UNICEF will work with UNDP and UNFPA to revitalize the United Nations Pledging Conference for Development Activities and consider other alternatives to encourage timely commitment and payments to general resources.

221. The government sector is expected to continue to provide the bulk of UNICEF funding. PFO will develop and implement funding strategies for major government donors, with special priority given to those who are not making a financial contribution to UNICEF commensurate with their financial capacity and their payments to other United Nations bodies. The strategies will call for closer cooperation with National Committees to support governmental fund-raising and for field offices to play a greater role, particularly regarding supplementary funding. A "country approach", which has already been initiated in Germany and entails the development of country-specific fund-raising strategies, will be carried out in the medium term. A more rigorous reporting system, especially with respect to supplementary and emergency funding, will be established to facilitate further relations with donors.

222. PFO will make a special effort to establish stronger cooperation with upper-middle-income countries on net funding to UNICEF. Efforts will be made to reach both Governments and the private sector in these countries. UNICEF will endeavour to identify additional organizations with large fund-raising potential.

Greeting Card and related Operations

223. GCO has undertaken a series of internal studies and policy reviews to determine new ways of increasing its overall efficiency and profitability, as well as more strategically focusing its human and financial resources. Implementation of the recommendations of these internal studies, as well as a variety of other initiatives, is expected in 1994, following approval by the Executive Board. The results of these activities will be monitored and evaluated on an ongoing basis over the next four years. The major initiatives that will have an impact on GCO over the next four years include the following:

(a) Based on a review of its production facilities in Asia, Europe, Latin America and North America to determine their cost-effectiveness, GCO will consolidate its printing of greeting cards in North America and Europe so as to service better its major markets, utilize more fully the production facility in New York and implement the new policy of maximizing the use of inventory products;

(b) As a result of the study of GCO-funded staff and operations in country offices, GCO will provide direct financial resources to 10 developing countries with the highest income potential and transform the two production centres in Rio de Janeiro, Brazil, and Singapore into regional support centres for card and product sales and private sector fund-raising activities, thus reducing the number of GCO-funded posts required in country offices. Other developing countries will receive direct GCO support in the future when they are able to meet the established criteria;

(c) While GCO will continue to provide support to developing countries that have been identified as having the potential for fund-raising, as well as to all country offices wishing to sell inventory cards and products, GCO will focus primarily on its major markets, providing increased support to National Committees with the highest growth potential, as well as to country offices in selected developing countries;

(d) In an effort to meet increasing competition in the area of card and product sales and to gain access to more distribution channels, an internal task force recommended the establishment of a Market Development Programme (MDP), a five-year investment fund that will enable National Committees and UNICEF country offices to test and evaluate initiatives to increase sales substantially. GCO will also conduct more market research to understand better its competition, markets, customers and donors. Efforts also will be made to improve further the art design of the greeting cards;

(e) In 1993, the Executive Board approved two resolutions authorizing GCO to report on private sector income raised with its support for supplementary-funded projects in addition to general resources (E/ICEF/1993/14, decisions 1993/24 and 1993/25). The procedures needed to implement this policy are being worked out by GCO, PFO and the Division of Financial Management and are expected to be in place by early 1994;

(f) Based on very positive results over the previous three years, GCO has recommended the renewal of the Fund-raising Development Programme for an additional five-year period so as to continue to assist National Committees and UNICEF country offices in building up their private sector fund-raising potential;

(g) GCO has been examining the advantages and disadvantages of utilizing a biennial budget format and of harmonizing its fiscal year with that of the rest of UNICEF, which conforms to the calendar year;

(h) As part of a major capital expenditure, GCO is procuring new computer equipment and designing new systems and software in an effort to increase significantly organizational efficiency and productivity.

224. Following an Executive Board recommendation (E/ICEF/1993/17, decision 1993/26), GCO recently has concluded a study of GCO-funded posts and operations in UNICEF country offices in an effort to streamline operations and focus human and financial resources on the markets with the highest income potential. Based on the results of this study, GCO proposes to reduce its world-wide staffing in 1994.

225. In the area of card and product sales, GCO continues to monitor sales results on a country-by-country basis, using eight performance indicators. Detailed internal procedures for screening requests for funds under MDP and for monitoring utilization of the fund will be developed carefully. In the area of private sector fund-raising, surveys, feasibility studies and test campaigns are carried out to determine the most profitable methods and markets for increasing funds. The results of investments made under FDP are also monitored and evaluated carefully.

226. The financial goals of the GCO medium-term plan are (a) to reach a greeting card sales volume of 189 million cards by 1997; (b) to reach a net operating income on cards and other products of $95.3 million by 1997 (before the allocation of any costs to the Private Sector Fund-raising Group); (c) to increase net operating income from the private sector through an expansion of fund-raising activities in newly industrialized and selected developing countries to $77.9 million by 1997 (before any allocation of costs to the Product Line and Marketing Group); and (d) to achieve a net operating income consolidated for GCO of $172.2 million by 1997 after the allocation of $1 million for the Central and Eastern European National Committees Development Programme.

D. Operations

Human resources planning and personnel management

227. During the plan period, the Division of Personnel (DOP) will continue to reorient both its overall approach and operating methods, equipping itself to anticipate and respond promptly to the rapidly evolving human resources requirements of the organization. Because efficient and pro-active human resources management is of utmost importance for the achievement of UNICEF goals, the Division will concentrate its own efforts and resources in three main areas where the effective and well-planned use of UNICEF staff will make the greatest contribution.

228. As the impetus generated by the World Summit for Children moves from the preparation of national programmes of action to their implementation at country and subnational levels, UNICEF field offices need appropriately qualified, experienced staff to be placed in a timely manner. Long-standing recruitment and placement procedures will be revamped and streamlined to expedite the identification and assignment of staff. Human resources planning, using the Human Resources Management Information System currently being implemented, will identify upcoming vacancies and the profiles of staff required to fill them well in advance, allowing ample time to recruit, place or train capable staff.

229. The increasing importance given in recent years to the provision of specialized orientation and training activities at global, regional and country levels will be sustained. Appropriate training will not only help to prepare staff new to the organization for their tasks, but will also serve to reorient existing staff to the changing priorities of UNICEF. Training will focus principally on programme areas related to the goals for the 1990s, including the new skills required as UNICEF concentrates increasingly on the supply and exchange of knowledge, information and new ideas for children. The need to upgrade the skills required to manage increasingly complex and diverse programmes will be addressed through training focusing on the programme process itself and the associated areas of costing, financing, monitoring and evaluation.

230. In recent years, UNICEF has responded to a growing number of complex emergencies in which staff are deployed in situations of significant stress and, increasingly, of actual physical danger. The development of adequate security

plans and strategies, in close coordination with other United Nations agencies, reflects the overriding concern of UNICEF for the safety and security of staff and their families. During the plan period, DOP will continue the review (already under way) of existing policies and practices relating to staff conditions of employment to ensure that they respond to the special needs of those serving in complex emergencies.

231. The preparation of staff for rapid deployment in complex emergencies, in addition to implying changes in assignment, rotation and other operating procedures, also requires the intensification of training. The focus will be on the creation of small, well-trained operations support teams that can be deployed at short notice. Both initial and refresher training schemes are being designed for these teams. At the same time, the efforts already under way to equip as many UNICEF staff as possible with emergency preparedness skills will continue. Other training activities planned in this area include packages aimed at (a) improving the security and safety awareness of staff working in areas of conflict; (b) stress management; and (c) identifying and dealing with the effects of critical incident trauma. All of these are being developed in consultation with other United Nations organizations and with the office of the United Nations Security Coordinator.

232. Part of the UNICEF effort to improve continually its accountability is the endeavour to build the programme management and advocacy skills of UNICEF staff on a sound basis of resource management, competence and technique. Mid- and higher-level UNICEF staff will need to demonstrate their ability to produce verifiable results and "value for money" if UNICEF is to continue to hold its own in an increasingly competitive and diversified fund-raising environment. The managerial training currently being designed for provision through DOP will aim to produce managers who are fully accountable for the resources at their disposal. Training will emphasize "people management" skills, prioritizing the role of the manager as team leader, using participatory approaches to work planning, execution and performance appraisal. Where appropriate, UNICEF will join with other United Nations organizations in the design and implementation of management training for its staff, as it is already doing in the framework of the Turin Centre.

233. In addition to specific in-service and initial training activities, current efforts by senior management to promote regular consultation with staff both in the field and at headquarters will be sustained and consolidated during the plan period. Consultation will be strengthened through building regular meetings into the work-planning process, through more disciplined implementation of the performance appraisal system and monitoring the Joint Consultative Committee meeting process.

234. Together with the increased emphasis on accountability, DOP will assist UNICEF managers to address major issues that affect the welfare of staff in the workplace. One particularly significant issue is the improvement of conditions of work for women. As of 31 December 1993, women accounted for approximately 38 per cent of the total Professional workforce in UNICEF, representing good progress towards the goal of 40 per cent by the end of 1994 and gender parity by the year 2000 (see annex I, table 1). External recruitment efforts will continue specifically to target women, particularly for senior Professional

positions. However, in order to enable women to make the maximum contribution to the organization and to develop their own careers, UNICEF needs to address issues such as child care, family and maternity leave, gender sensitivity in the workplace and sexual harassment. These will be addressed through a range of measures, including the adaptation of certain policies and procedures and the provision of comprehensive training throughout the organization. Employment for spouses is another area of concern. UNICEF is already working with UNDP to implement its reciprocal agreement on the employment of spouses of staff members and will continue to explore other such collaborative arrangements.

235. Staff also require support from the organization in other areas of their own and their families' welfare, such as the promotion of healthy lifestyles. UNICEF intends to strengthen its training and information efforts in this area and to intensify its capacity for counselling staff, whether on personal or on professional matters. Efforts already under way with UNDP to provide common counselling services for staff will be consolidated and tested and the possibility of collaboration with other agencies on various areas of staff welfare will continue to be pursued. In addition, DOP is already cooperating with the Global Staff Association on the implementation of a jointly prepared work-plan aimed at improving conditions of work for UNICEF staff.

236. Underlying all of the activities planned by the Division in support of UNICEF priorities for the plan period is the continuation of work on the development of a human resources plan, which aims to make available to UNICEF the best possible staff to implement its programme goals and strategies for the 1990s and the first decade of the next century. To complement the plan and facilitate its implementation, the Personnel Administration Manual will be revised and updated to provide guidelines for the effective planning, development and management of UNICEF staff and administration of their conditions of service.

237. High priority will be given to strengthening the existing Human Resources Management Information System which forms the backbone of the UNICEF human resources plan. The Human Resources Management Information System will be used (a) to analyse data on the organization's goals and strategies with a view to determining the role that staff will play in accomplishing these goals, as well as optimal staffing patterns in terms of office structures, number of posts, occupational functions and geographic distribution; (b) to develop profiles of the jobs to be performed in terms of duties, responsibilities, skills and qualifications and translate these attributes into actual job descriptions; and (c) to evaluate, train, place, recruit and orient existing as well as new staff to fill these new posts.

238. By the end of 1993, generic job descriptions covering more than one half of the Professional posts in UNICEF major occupational areas had been developed and classified according to their duties, responsibilities and the various office structures within which they fall. This exercise will be extended to cover existing and projected posts in all categories. A complete series of professional profiles (skills/experience inventory) of all staff in the organization, covering their skills, qualifications, experience and career aspirations, is also nearing completion. This inventory, together with the

inventory of existing and planned posts, will form the basis for managing career planning, training and staff development, rotation and recruitment.

239. Table 2 (see annex I) presents the personnel plan, including the number of approved core and project posts for all categories of staff for the 1994-1995 budget biennium and an estimate for the 1996-1997 biennium. The latter will be presented to the Executive Board for discussion and approval in 1995. The table shows the total number of posts at all UNICEF locations globally. For the 1996-1997 budget biennium, there are no planned increases in core staff and general resources-funded project posts apart from adjustments, owing to continuing implementation of the criteria for core and project posts. Increases in supplementary-funded project posts will take place only where there are new activities requiring UNICEF programme support.

Financial management

240. During a period of growing competition for resources and demands for assistance, it will be increasingly important for UNICEF to manage its financial resources carefully. The setting of priorities, along with prudent financial planning and cash management, will be necessary for UNICEF to meet its goals. In support of the mid-decade goals and the goals for the year 2000, UNICEF is acting to expedite financial reporting and programme implementation. For example, details of programme expenditures are now being provided on computer diskettes directly to field offices and their sub-offices. This information simplifies the reconciliation of headquarters' and field offices' records and will help field offices to monitor and implement their programme budgets. UNICEF is also working to improve the systematic transmission of pledge information. Uniform donor agreements are being designed that will speed up the review and approval procedures for income recognition while fully conforming to UNICEF financial regulations and rules. Other procedures are also under review to accelerate the processing of pledges at headquarters, the issuance of programme budget allotments to field offices and the preparation of financial statements to donors.

241. UNICEF is continuing to develop improved financial systems at headquarters to streamline operations. A new computerized payment request system is being introduced in 1994. This system will lead eventually to a paperless process where managers will approve transactions directly on their desktop computers rather than manually by signing a series of documents. Other financial systems and procedures will also be reviewed to maximize the amount of useful information sent to managers and to minimize paperwork and redundant information.

Internal audit

242. The function of the Office of Internal Audit is to ensure proper accounting for all resources entrusted to UNICEF and the effective, economic and efficient use of those resources for the benefit of children, thus helping to maintain the credibility of UNICEF operations and organization. The increasing role of UNICEF in assisting Governments to fulfil their goals for children and its continued involvement in complex emergency operations make it crucial that the Office of Internal Audit carry out its role effectively. This is particularly

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important in view of changes on the world economic scene that are leading to possible shrinking of available resources.

243. The decentralized structure of UNICEF operations and the delegation of decision-making authority to country offices require that the work plan of the office give priority to country office audits. Audit coverage will continue on the basis of a three-year rolling plan. Audit resources will be assigned, as a priority, to areas of higher risk and vulnerability and to those areas where the cost-benefit ratio is likely to be maximized. The internal audit work plans will be shared with the external auditors in an effort to avoid duplication of work. Various measures, such as the recruitment of internal auditors with specialized audit skills, the use of existing staff from different functions to complement audit approaches and the possible subcontracting of compliance audits are being implemented or explored.

Information management

244. In this planning period, the obsolete headquarters minicomputers are to be replaced by a more modern computer platform that can grow with technological improvements over the next decade. All headquarters system applications will need to be converted. A new standard field office computer system will be developed to support programme management and operations better.

245. The staff at headquarters and medium- to large-size field offices will be linked together in a computerized network so that office automation tools can be introduced to improve efficiency and effectiveness in an information-sharing environment. To achieve these potential benefits, attention will need to be given to staff training and support.

246. In addition to meeting the organization's internal needs, there is a growing demand from countries for information systems as a direct programme input, e.g., to support surveys and monitoring of progress towards the decade's goals. As these actions are part of the country programme and are carried out in partnership with Governments, UNICEF country offices will take the lead on such initiatives, with regional and headquarters mechanisms helping to coordinate activities, where appropriate, and to ensure the replication of successful local models.

247. The network of UNICEF offices and the decentralized organizational structure require good communications for the management and conduct of daily operations. Where possible, UNICEF will use the telecommunication network being developed by the United Nations Secretariat and will collaborate with other United Nation organizations in this endeavour. Improved access to UNICEF information bases will be provided to other United Nations organizations and partners in development.

Supplies

248. Supplies will continue to be the backbone of support for many country programmes during the plan period. The proportion of supplies in country programmes varies, according to need, from 20 to 80 per cent.

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249. A major emphasis in the Supply Division during the next few years will be on continued improvements to data-processing abilities. The objective is to ensure that the best possible response to programme needs is maintained. During the next three years, the entire purchasing and warehousing database will be moved to a new computer platform and subsequently managed through the introduction of local area networks, which will facilitate data-handling.

250. Achievement of the mid-decade targets has specific supply implications. The division will continue to pay particular attention to the provision of high-quality vaccines and the recommendations of a management study commissioned by the division will be implemented in full cooperation with the manufacturers, with the objective of maintaining UCI.

251. Work has already commenced to ensure an adequate supply of potassium iodate and of low-cost iodization equipment to meet the goal for IDD in countries where this a particular handicap to the development of healthy and intelligent children. This is one of the major features of the 1994 and 1995 work plans for the Supply Division.

252. Requests are increasing for the provision of procurement services from Governments receiving loans from the World Bank. The use of the Supply Division as a purchasing agent is expected to continue as more Governments make budgetary allocations for health needs from their own resources. This service is expected to be used in the supply of essential drugs and, through the Vaccine Independence Initiative, the delivery of low-cost vaccines paid for from the health budgets of developing countries.

253. In order to ensure the most effective use of supplies and equipment in country programmes, supply sections will be integrated fully into the programme sections in country offices rather than function as part of the operations grouping. Previously, this separation of supply from programme has sometimes hampered efficient programme implementation.

254. A number of new products will become available in 1994 in the health and nutrition fields and contribute to more effective health delivery. The single-shot syringe, developed in cooperation with WHO, was available in 1993 but, now at a lower price, is expected to facilitate safe injections and reduce the transmission of disease in countries where, for example, HIV and hepatitis B are prevalent. A new weighing scale, using a technology donated to UNICEF by the Government of Australia, will be available in late 1994. Because of a new standard of precision and an exceptional durability, the scale is expected to contribute significantly to the management of malnutrition in children and infants.

Administrative management

255. During the plan period, the Office of Administrative Management will provide functional guidance to offices world wide in support of administrative, travel and legal services, stressing the need for further economy and efficiency in the light of budgetary constraints. Among the activities will be an increased emphasis on facilities management, i.e., construction, acquisition and leasing of office premises and staff housing in numerous field locations. At

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the same time, UNICEF will continue to implement its part of the policies and plans of JCGP with regard to sharing common premises and services jointly with other United Nations agencies in an increasing number of field offices.

256. In line with the decision of the Executive Board in October 1993 regarding headquarters office premises (E/ICEF/1993/17, decision 1993/26), negotiations with the authorities involved will be brought to a conclusion, followed by appropriate steps in facilities management to ensure cost-effective and efficient headquarters premises and services.

257. During the next four years, the new Standard Basic Cooperation Agreement is expected to be concluded with most Governments with which UNICEF cooperates in programmes in order to have more equal and improved legal conditions in as many countries as possible.

E. Evaluation

258. During the plan period, the Evaluation and Research Office will give priority to systematizing the UNICEF institutional learning process and to enhancing capacity-building, institution-strengthening and management assistance to Governments and other partners in the field of applied and operational research and evaluation. Essential research and improved evaluation will also be instrumental in refining strategies and reaching the poorest groups where women and children continue to miss out on the benefits of national programmes. Country offices will be encouraged further to become knowledge centres on children. The evaluation database, which was developed to review and register the analysis and use of evaluation reports to ensure maximum use and early application of lessons learned, will be distributed to all country offices early in 1994 on a CD-ROM computer system, to be used as a tool for strengthening the management of the evaluation and research function in UNICEF.

259. The multi-donor evaluation of UNICEF had identified an important role for regional offices in providing more substantive back-stopping to country offices and to systematize the lesson learning process at the regional level for programme and policy development. This includes the monitoring of evaluation and research activities, development of a regional peer review process, creation of linkages with knowledge networks, dissemination of evaluation and research findings and an increased role in the choice of strategies. The regional offices will also be critical in developing and managing at the regional level thematic rolling evaluation plans to review and analyse experience in specific areas relevant to the respective region on such topics as education, children in especially difficult circumstances and other institution-related subjects.

260. Specific evaluation reviews will be conducted on issues relating to policy development and thematic evaluations. Developing and improving manuals, conducting and supporting training workshops and producing a periodic newsletter will be continued. Further details are contained in the report on overall progress in the implementation of evaluation activities in UNICEF (E/ICEF/1994/L.3).

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VIII. FINANCIAL STRATEGY AND PLANNING

A. Allocation of programme resources among countries

261. In accordance with principles established by the Executive Board at its 1970, 1971 and 1983 sessions and reaffirmed in the Board's review of the medium-term plan for the period 1990-1993 (E/ICEF/1990/3), UNICEF general resources are allocated among countries on the basis of three criteria: child population, GNP per capita and U5MR. These criteria are weighted in such a way that the allocation per child is highest in the country with the lowest GNP per capita and the highest U5MR and becomes less, on a sliding scale, as GNP per capita rises and U5MR decreases. In addition to this, there is a principle of flexibility established by the Board whereby "commitments proposed to the Board at any session should leave not less than 20 per cent of the following year's estimated resources available for new projects and unforeseen needs" (E/ICEF/612, para. 140). This principle of flexibility has made it possible, for example, to establish certain global and regional programmes and to use, under specific circumstances, general resources to support unfunded supplementary funding projects in accordance with financial regulation 8.3.

262. A review of these criteria requested by the Executive Board in 1989 (E/ICEF/1989/12, decision 1989/23) and reported in the medium-term plan for the period 1990-1993 concluded that the existing system of allocation of general resources among countries was adequately responsive to the policies and priorities established by the Board and that it allowed sufficient margin for responding to special needs of countries facing exceptional difficulties. The system assures, among other things, priority for children in LDCs, which tend to have high U5MR and low GNP per capita. As part of its commitment to the Programme of Action for the Least Developed Countries for the 1990s, UNICEF will maintain these allocation criteria during the 1994-1997 plan period.

263. In the last two years the situation of children and women in the countries of Central and Eastern Europe and CIS has become better known and better documented. It shows a dramatic deterioration in conditions that requires an appropriate UNICEF response. At its 1993 regular session, the Executive Board approved short-duration or "bridging" country programmes for Albania, Armenia, Azerbaijan, Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan, as well as a supplementary funding programme for Romania. All of these measures were undertaken on the understanding that they would not negatively affect UNICEF support to developing countries. Since then UNICEF has undertaken further review in the Central and Eastern Europe and CIS countries. It is clear that given their declining levels of GNP per capita and worsening under-five mortality, UNICEF needs to apply its criteria in such a way that some of these countries would be eligible for normal UNICEF cooperation. The Executive Director will be making a separate presentation on how UNICEF may enhance its capacity, both at headquarters and in the field, to respond more adequately to their needs.

264. Since supplementary funding now accounts for roughly one half of all UNICEF programme expenditure, it is important that these principles be maintained as far as possible with regard to supplementary funds as well. The record up to the present shows that low-income, very-high-U5MR countries as a group have

received a proportion of supplementary funds similar to their general resources allocation. Certain regions or subregions, such as sub-Saharan Africa and Central America, have also been the focus of special supplementary funding support. The commitment has been maintained to LDCs for which, in recent years, combined per child programme expenditure of general resources and supplementary funding has been more than four times that in other developing countries. In seeking supplementary funds, PFO will continue to give higher priority to high-U5MR countries, to priority sectors such as education, water supply and sanitation and nutrition, along with sustaining PHC in general and UCI in particular, and to programmes in countries that are experiencing severe economic difficulties.

B. Allocation of programme resources by sector

265. Table 3 (see annex I) presents the current and expected distribution of resources among the major programme sectors, taking into account projected income and estimated expenditure as detailed below.

266. The 1990-1993 medium-term plan stated that, as a general guideline for the decade, approximately 80 per cent of programme expenditure was expected to be distributed among the four major programme clusters: health; nutrition; water supply and sanitation; and education. By the year 2000, the plan projected that UNICEF should be spending approximately 25 per cent of its resources on health, 10 per cent on nutrition, 20 per cent on water supply and sanitation and 25 per cent on education. It was stated in that plan, and reaffirmed in discussions at the 1990 regular session of the Executive Board, that there would be no absolute reduction from 1990 levels in expenditure on health. If income and programme expenditure fail to grow sufficiently to assure this, the proportion allocated to other sectors, particularly education, would not be increased as rapidly as planned.

267. It should be stressed that all such forecasted proportions are broad guidelines, since the actual proportions will and should reflect the accumulation of allocations in individual country programmes. Programme expenditure on health dropped from 34 per cent in 1991 to 26 per cent in 1993 and is expected to remain at 30 per cent over the course of the medium-term plan. Expenditure on nutrition, water supply/sanitation and education held relatively steady. Education failed to show any appreciable growth during 1992 and 1993 despite expectations that it would do so. Expenditures in the emergency sector, however, were more than double their 1990 levels.

268. While there was a steady growth in programme expenditures over the period from 1991 through 1993, programme expenditures are expected to hold steady at $775 million over the coming period of the medium-term plan. The earlier hope that expenditure on education would assume an increasing share in overall programme expenditures was not borne out by the developments over the past two years. On the other hand, expenditures on emergencies as a share of overall programme expenditures have risen steadily from 19 per cent in 1991 to 28 per cent in 1993. The expectation is that expenditures on emergencies will decline somewhat over the coming period of the medium-term plan, but this remains difficult to predict. Trends in emergencies around the world will

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affect allocations to other sectors and in particular to emergency programmes. Increased support from donors for regular programmes in nutrition, water supply and sanitation and education will be required.

269. As mentioned above, these global allocation estimates are dependent on individual country programmes which are, and will continue to be, distributed according to national needs and priorities, as well as on the basis of the comparative advantage of UNICEF in relation to other potential sources of funding for a given sector. In countries with smaller UNICEF programmes, programme planning is encouraged that concentrates available resources in ways that are likely to produce significant, demonstrable impact and that do not spread resources too thinly to achieve this.

C. The financial plan process

270. The financial plan is a framework of projections that, to satisfy the specific financial requirements of UNICEF, has four main purposes:

(a) To estimate future general resources and supplementary funds income;

(b) To plan affordable levels of general resources programme expenditures;

(c) To plan the budgetary estimates necessary to support programme expenditures;

(d) To maintain the liquidity requirement.

271. The financial plan projects income based on the results of the annual pledging conference, recent trends in contributions, PFO fund-raising targets and the GCO work plan. Expenditures are based on the outstanding amounts of approved programmes plus estimated expenditures on future programmes. Programme and budget plans, implementation experience and available resources provide the basis for the yearly phasing of expenditures.

272. The Executive Board approves budgets for country programme cooperation and the administrative and programme support budget for financing from general resources. UNICEF has a biennial budget cycle; the Executive Board reviews the proposed administrative and programme support budget every two years. The Executive Board also reviews the proposed global funds programme budget biennially. UNICEF prepares estimates of country programme cooperation to cover a longer period, usually four to five years, according to the national planning cycles of the countries involved.

273. General resources programmes prepared for approval by the Executive Board at any given session are such that the resulting expenditures, in combination with previously approved expenditures, allow the most effective use of the resources estimated to be available in the following years.

274. Spending from supplementary funds, except in specific circumstances approved by the Executive Board, begins upon receipt of pledges for supplementary funds programmes previously approved by the Executive Board.

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275. Actual amounts of income and expenditures can differ from the plan because:

(a) Income depends upon voluntary contributions;

(b) The rate of expenditures depends upon many factors, some of which are beyond UNICEF control;

(c) Fluctuation of rates of exchange, etc., adds considerable uncertainty to income and expenditure projections.

276. UNICEF does not have credit facilities to cover potential differences from planned income and expenditures. If general resources income is lower than estimated, the main regulators of expenditures are:

(a) The amounts of new programmes submitted to the Executive Board for approval;

(b) Reducing the existing administrative and programme support budget;

(c) Slowing spending on already approved programmes.

277. Since these regulators take time to carry out, UNICEF must maintain a certain amount of cash as a liquidity provision. In addition to providing a cushion for planning errors, the liquidity provision covers the cash flow imbalance that normally occurs in the first part of the year when disbursements exceed receipts. To meet this requirement, UNICEF liquidity policy recommends a year-end general resources convertible cash balance at least equal to 10 per cent of projected general resources income.

278. To manage the financial plan against uncertainties, UNICEF has a monthly financial monitoring system that reviews progress against the plan, identifies deviations and prompts corrective action as necessary. Furthermore, UNICEF revises the financial plan each year on a "rolling basis" to reflect the latest income estimates. UNICEF uses the revised estimates to update the annual expenditure phasing and to decide the level of estimated programme cooperation to be prepared for the following years.

279. The major purpose of the plan is to enable the Executive Board to review the performance of the previous year's financial plan and UNICEF updated income projections. The plan provides the Executive Board with a basis for deciding the total level of programme submissions that UNICEF should prepare for the 1995 session.

D. 1993 performance compared with the financial plan

280. Figure I (see annex II) provides a comparison between the actual 1993 results, the planned 1993 financial activities and the prior year's results.

Income

281. Total general resources income was $509 million, $36 million less than the medium-term plan forecast. Of the $36 million shortfall, $28 million was due to foreign exchange movements, primarily the result of the strengthening of the United States dollar.

282. General resources income from Governments for 1993 was $358 million. This was $42 million less than projected in the medium-term plan. During 1993, the United States dollar increased in value compared to European currencies, which caused a reduction of $13 million compared to the plan. The remaining $29 million shortfall was the result of donors contributing less than expected in their local currencies.

283. General resources income from the private sector (National Committees, NGOs and GCO) was $121 million. This was $5 million more than projected in the medium-term plan.

284. Interest income of $19 million was $3 million less than in the plan owing to the low interest rate on United-States-dollar-denominated accounts. Other income of $11 million was the net effect of miscellaneous income of $26 million being offset by a loss owing to foreign exchange movements of $15 million.

285. Total supplementary funds income was $357 million, $13 million less than in the plan. Contributions for emergencies of $170 million exceeded the medium-term plan target by $5 million. Regular contributions were $194 million, $11 million less than projected in the plan. The remaining reduction of $7 million compared to the medium-term plan was due to the effect of revaluing outstanding contributions receivable to current exchange rates. Contributions to emergencies included $48 million for Iraq, $25 million for the Sudan, $22 million for Somalia, $20 million for the former Yugoslavia and $10 million for Kenya.

286. Total UNICEF income for 1993 was $866 million, $49 million less than the 1993 medium-term plan estimate owing to foreign exchange movements of $35 million and income shortfalls of $14 million.

Expenditures

287. General resources programme expenditures were $413 million, $13 million more than the medium-term plan. Programme expenditures were $23 million (6 per cent) higher than 1992.

288. Administrative and programme support budget expenditures for 1993 were $187 million. This represents savings of $16 million compared to the financial medium-term plan. Budget expenditures for the biennium 1992-1993 were $16 million less than the amount approved by the Executive Board.

289. Supplementary fund programme expenditures for the year were $391 million. This was $6 million more than the medium-term plan estimate.

290. Total expenditures in 1993 were $997 million, $17 million more than the medium-term plan amount.

Cash balances

291. The general resources convertible cash balance decreased substantially during 1993. This was expected since the 1993 financial medium-term plan aimed to reduce the cash balance by setting expenditure levels higher than the expected income level.

292. In addition to income and expenditures, movements in non-cash assets and liabilities on the balance sheet also affect year-end cash balances. Increases in assets reduce cash balances; increases in liabilities increase cash balances.

293. Contributions receivable are the largest non-cash asset on the UNICEF balance sheet. General resources contributions receivable increased by $15 million in 1993. Supplementary funds contributions receivable decreased by $79 million.

294. Inventories consist of the Supply Division inventory and some GCO stock. The Supply Division uses inventory to meet the requirements for standard supply and equipment items for UNICEF programmes and also for procurement services, particularly essential drugs. At the end of 1993, inventories totalled $45 million, representing a decrease of $4 million.

295. Contributions for following years received in advance are the largest liability on the UNICEF balance sheet. For supplementary funds, the balance in this account decreased by $28 million.

296. The net effect on general resources cash balances of all changes in non-cash assets and liabilities was to decrease cash by $3 million. For supplementary funds, the net effect on cash balances of all changes in non-cash assets and liabilities was to increase cash by $62 million.

297. The end-1993 general resources cash balance was $193 million. This was $14 million less than projected in the plan. The general resources cash balance consists of convertible currencies ($178 million) and non-convertible currencies ($15 million). The 1993 supplementary funds cash balance was $184 million, $58 million more than in the medium-term plan. The large drop in supplementary funds contributions receivable was the primary cause of the increase in supplementary funds cash. The total cash balance (excluding special accounts for procurement services and other activities) was $377 million. This was $44 million more than the level forecast in the medium-term plan.

298. Although it appears that the general resources convertible cash balance exceeds the current liquidity requirement by $125 million, certain items should be noted. UNICEF is grateful that a major government donor paid part of its 1994 contributions to general resources before year-end 1993. Since this partial payment amounting to $73 million is for 1994, the cash cannot be

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considered surplus as of the end of 1993. Of the remaining cash balance, $18 million has been earmarked for the purchase of office and staff accommodations in the field as part of the Executive Board-approved capital asset fund. After these items are considered, the available general resources convertible cash balance is $87 million, only $34 million more than the minimum liquidity guideline of $53 million.

E. How UNICEF projects income

299. UNICEF uses income projections to plan and begin programme spending from general resources before receiving actual pledges. Using income projections enables the amount of planned expenditures for a year to be close to the amount of income received for a year. If UNICEF set programme planning levels after receiving income, expenditures would trail rather than match income. The result would be higher cash balances and a lower level of programme implementation.

300. The major source of income to general resources is contributions from Governments. In 1993, contributions from Governments were $358 million, or 70 per cent of income to general resources. Although many countries give to UNICEF, the top 20 donors account for 98 per cent of general resources income from Governments. Therefore, by estimating income for those 20 major donors, UNICEF can reasonably predict total income from Governments.

301. The results from the annual United Nations pledging conference are the primary source of information for the current year. In addition, some donors have announced their contribution since the pledging conference. When a donor does not pledge, UNICEF has to rely upon the donor's recent history of contributions and any information obtained from meetings and discussions with donors.

302. To arrive at the forecast for future years, internal meetings take place to discuss recent trends in development aid and the global economic situation. The situation for each major donor is then discussed. PFO shares its views on the long-term income prospects for each of the major donors. By using this information and the donor's history of contributions, UNICEF calculates a moderate and high forecast for each major donor. These forecasts are totalled with a lump sum forecast for all other countries to arrive at the forecasts shown in the financial medium-term plan.

303. UNICEF uses the United States dollar as its currency for financial reporting. Most donors pledge and pay their contributions in their national currencies. This means that income projections are sensitive to changes in the value of the United States dollar. When the value of the dollar decreases, UNICEF income increases; and when the value of the dollar increases, UNICEF income decreases. Predicting long-term changes in the value of the United States dollar with any accuracy is extremely difficult and risky. Consequently, the financial medium-term plan does not try to predict United States dollar movement. UNICEF uses the official United Nations rate of exchange at the publication date of the financial medium-term plan to translate non-United-States-dollar income projections into United States dollars.

F. Financial plan for 1994-1997

304. A comparison of this year's financial medium-term plan to last year's plan is shown in table 4 (see annex I).

305. Last year's financial medium-term plan strategy was to use the surplus general resources cash balance to offset the effects of the lowered general resources income forecast. By reducing the cash balance, UNICEF had hoped to maintain general resources programme expenditures at least at 1993 levels throughout the medium-term plan period. However, due to the continuing budgetary constraints on major donors and the rising United States dollar, this year's financial medium-term plan requires a reduction in planned general resources expenditures.

306. Compared to last year's financial medium-term plan, UNICEF is reducing planned general resources expenditures for programmes and the administrative and programme support budget. Similar to last year's plan, general resources expenditures will exceed income until 1996 when UNICEF expects income to surpass planned expenditure levels. The planned decrease in general resources programme expenditures will be offset by increased implementation of supplementary-funded programmes. As a result, total programme expenditures for 1994 and 1995 are the same as in last year's financial medium-term plan.

Income projections for 1994-1997

307. Table 5 (see annex I) shows income projections from various sources. These projections are set for planning purposes and do not imply a commitment by individual donors since all contributions to UNICEF are voluntary. They are in United States dollars using the March 1994 United Nations rates of exchange.

308. Table 5 shows the yearly projections of income for the period 1994-1997 as a range. The lower end of the range represents a moderate income growth projection. UNICEF uses this projection for determining the programme and budget expenditure levels presented in the medium-term plan. The higher end of the range represents the target level for UNICEF fund-raising efforts. If UNICEF achieves the higher levels of income, the programme spending levels contained in the medium-term plan would increase. Since the medium-term plan uses the lower end of the range to set spending levels, these are the income projections that appear in all the remaining tables and text in the present document.

309. The financial plan forecasts total income for 1994 of $888 million, 3 per cent more than 1993. The plan forecasts that total income will increase to $991 million by 1997 using an average annual growth rate of 4 per cent from 1994 to 1997. UNICEF actual average annual growth for the five years preceding the plan was 5 per cent.

General resources income

310. Owing to the difficult budgetary situation faced by many of the major donors and the effect of a rising United States dollar, the forecast of general

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resources income for 1994-1996 is less than forecast in last year's financial medium-term plan.

311. The financial plan forecasts total general resources income to be $532 million in 1994. This is $23 million higher than 1993. For the period 1994-1997, total general resources income is forecast to increase at an average annual rate of 6 per cent, reaching $635 million in 1997.

312. Table 5 shows the various sources of general resources income. The breakdown is as follows:

(a) Government contributions: Several major donors have indicated that they will be able to increase at least slightly their contributions for 1994. However, one major donor has indicated a likely sizable reduction in its 1994 contributions to general resources that will more than offset these increases. These factors, combined with the effect of the increased value of the United States dollar, result in a forecast of general resources income from Governments for 1994 that is slightly lower than 1993. The financial plan forecasts government contributions to be $351 million in 1994, $7 million less than 1993. For the period 1994-1997, the financial plan forecasts an average annual growth of 5 per cent;

(b) Non-government contributions: The financial plan forecasts that non-government contributions will be $27 million in 1994 and then increase at a rate of $1 million a year;

(c) GCO: The projections are a reflection of the current GCO work plan adjusted for the effects of the timing difference between GCO and UNICEF fiscal years. Details of the GCO work plan are given in document E/ICEF/1994/AB/L.6. Net GCO income includes income from the sale of GCO products and private sector fund-raising. The financial plan forecasts that UNICEF will record income from GCO of $118 million in 1994 and that income from GCO will increase to $165 million by 1997;

(d) Interest income: UNICEF will earn less interest as cash balances decrease. Therefore, the financial plan forecasts that interest income will be $16 million in 1994 and then decline to $11 million by 1997;

(e) Other income: Other income consists of gains/losses as a result of exchange rate movements and other miscellaneous items. Other miscellaneous income items are forecast to be $20 million a year throughout the plan period.

Supplementary funds income

313. UNICEF receives contributions for supplementary funds for programmes and for emergency relief. Table 5 shows the forecast of these contributions separately. Consistent with last year's plan, the 1994 financial plan forecasts a decrease in contributions to emergencies with a corresponding increase in contributions to non-emergency programmes. The financial plan forecasts non-emergency contributions for 1994 of $201 million. For the years 1994-1997, non-emergency contributions are projected to increase at an average annual rate of 4 per cent, reaching $226 million in 1997. The financial plan assumes

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contributions for emergencies of $155 million for 1994, declining to $130 million by 1997. The net result is an almost uniform level of total supplementary funds income from 1994-1997.

Liquidity

314. To meet liquidity requirements, UNICEF liquidity policy recommends a minimum year-end general resources convertible cash balance equal to 10 per cent of projected general resources income. Last year's financial plan set planned general resource expenditures at a level that would reduce the general resources convertible cash balance to the 10 per cent level by the end of 1995. This year's financial plan maintains that target.

315. Supplementary funds cash balances are forecast to decrease from the 1993 year-end balance of $184 million to $70 million by the end of 1997.

Projected programme expenditures

316. At the beginning of 1994 there was an unspent balance of approved general resources programme commitments of $814 million planned for implementation from 1994 through 1997.

317. General resources programmes proposed to the second regular session of 1994 of the Executive Board amount to $318 million. These programme recommendations are summarized in the programme "round up" document (E/ICEF/1994/P/L.3 and Add.1).

318. The plan provides for the preparation of $820 million of general resources programme proposals for the approval of the Executive Board in 1995. This is the amount present income projections and liquidity requirements would make possible. If future information about projected income shows levels different from the plan, the scale of programme preparation will be adjusted accordingly.

319. The 1994-1997 level of planned spending is in line with the goal of maximizing programme expenditures while maintaining general resources liquidity. The estimated yearly phasing of expenditures on approved, new and future programme recommendations is shown in table 6 (see annex I).

320. The plan proposes general resources programme expenditures of $368 million in 1994, $45 million less than in 1993. For 1995, general resources programme expenditures are planned at $365 million. By 1996, UNICEF expects to be able to start increasing programme expenditures from general resources. Planned programme expenditures are $376 million for 1996 and $408 million for 1997.

321. Expenditures on a supplementary funds programme begin after a donor pledges its financial support to that programme. When UNICEF receives pledges or contributions for supplementary funds, often the entire amount is immediately recognized as income, although actual spending on the programme may occur over several years. As a result, estimated supplementary funds expenditures for a year cannot be equated with supplementary funds income of that year. The unspent balance of programme cooperation from supplementary funds was $439 million at the end of 1993. The financial plan uses projected

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implementation of the unspent balance and estimated future contributions as the basis to forecast expenditures for 1994-1997.

322. The financial plan forecasts supplementary funds programme expenditures of $407 million for 1994 and $410 million for 1995, followed by a slight decline in the following years as the unspent balance of supplementary funds programme cooperation is reduced.

323. Total programme spending from 1994 to 1997 is forecast to grow at an average of 1 per cent annually from $775 million in 1994 to $788 million by 1997. However, actual spending will depend on achieving the levels of contributions expected in the present plan.

Projected budget expenditures

324. In line with the revised income projections, the annual levels of budget expenditures for 1994-1995 are also revised downwards. As a result of the limited increase in general resources income, the proposed budget for 1996-1997 will be restricted mainly to mandatory increases.

325. As in previous budget exercises, the objective is to balance programme and budgetary expenditures within a realistic income scenario to ensure adequate future liquidity provisions and an average annual growth rate for general resources programme expenditure that outpaces the growth of the administrative budget. Based on current calculations, the 1996-1997 projected biennial budget of approximately $436 million reflects an increase of 1.0 per cent over the approved expenditure levels for 1994-1995 and an increase of 4.8 per cent over the revised expenditure levels for 1994-1995. The 1996-1997 projected biennial budget estimates are subject to the in-depth review to be carried out in the latter part of 1994.

326. This financial medium-term plan does not take into account the proposals to the 1994 Executive Board on the 6 per cent recovery costs (E/ICEF/1994/AB/L.2) and the Supply Division (E/ICEF/1994/AB/L.9). The presentation for the proposed budget for 1996-1997 will change depending on the discussions on these proposals at the third regular session of the Executive Board, to be held in September.

Assets and liabilities

327. As explained in paragraph 292 above, movements in non-cash assets and liabilities affect year-end cash balances. Line 4 in tables 7, 8 and 9 (see annex I) show the forecasted effect of these movements.

328. At its 1990 regular session, the Executive Board approved a capital asset fund to be used for field office accommodation and staff housing (E/ICEF/1990/13, decision 1990/26). At the end of 1993, $18 million remained to be spent from the fund. Planned spending from this fund is $6 million in 1994, $3 million in 1995, $3 million in 1996 and $1 million in 1997.

329. All the above items - income, expenditure and liquidity - are summarized in table 7, with a breakdown of general resources in table 8 and supplementary funds in table 9. Figures II through V (see annex II) show actual and

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forecasted financial information by source of fund and in total for the period 1986-1997. Figure VI (see annex II) shows the elements of UNICEF actual and planned expenditures for the same period.

330. Although they are not included in UNICEF income and expenditure figures, special accounts for procurement services, transfers from programmes and other activities are a significant part of UNICEF operations. In 1993, disbursements from special accounts totalled $94 million. Table 10 (see annex I) shows the amount of special account activity in 1993 and an estimate of activities during the medium-term plan period.

G. Recommendation

331. The Executive Director recommends that the Executive Board

Approve the medium-term plan as a framework of projections for 1994-1997 (summarized in table 7), including the preparation of up to $820 million in programme expenditures from general resources to be submitted to the Executive Board in 1995 (shown in table 6, item 5). The amount is subject to the availability of resources and to the condition that estimates of income and expenditure made in this plan continue to be valid.

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Annex I

Table 1. Ratio of women to men in UNICEF Professional staff by level, alternate years, 1985-1993

	1985		1987		1989		1991		1993	
Level	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men
ASG	0	3	0	2	1	2	1	2	1	1
D-2/L-7	3	18	3	15	2	17	4	20	4	25
D-1/L-6	3	44	3	42	9	45	11	55	14	58
P/L/N-5	26	132	37	120	48	140	51	164	79	188
P/L/N-4	61	214	67	219	85	232	129	295	164	335
P/L/N-3	113	242	150	277	182	323	224	371	305	447
P/L/N-2 & 1	122	215	145	249	165	246	236	302	307	363
Total	328	868	405	924	492	1 005	656	1 209	874	1 417
Percentage of women	27.4		30.5		32.9		35.2		38.1	

Table 2. Personnel plan

	Number of posts					
	1994-1995 approved a/		1994-1995 revised		1996-1977 proposed	
	Core	Project	Core	Project	Core	Project
Biennial budget						
International Professional	502	831	502	855	502	855
National Professional	230	825	230	863	230	863
General Service	1 379	2 265	1 379	2 296	1 379	2 296
Subtotal	2 111	3 921	2 111	4 014	2 111	4 014
GCO budget b/						
International Professional	34	56	34	56	34	56
National Professional	0	25	0	25	0	25
General Service	34	101	34	101	34	101
Subtotal	68	182	68	182	68	182
Total, biennial and GCO budgets	2 179	4 103	2 179	4 196	2 179	4 196
Total, core and project	6 282		6 375		6 375	

a/ E/ICEF/1993/AB/L.1 and Corr.1 and 2.

b/ GCO work plan (E/ICEF/1994/AB/L.6).

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Table 3. Past and future distribution of resources (expenditures) by programme field

(In millions of United States dollars)

	Actual						Planned				Projected			
	1991		1992		1993		1994		1995		1996		1997	
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%
Child health	202	34	228	31	210	26	232	30	233	30	234	30	236	30
Child nutrition and food	31	5	32	4	31	4	47	6	54	7	63	8	63	8
Water supply and sanitation	73	12	84	11	84	10	92	12	108	14	109	14	110	14
Education	48	8	72	10	72	9	94	12	109	14	125	16	142	18
Other programme areas a/	39	7	53	7	57	7	54	7	54	7	54	7	55	7
Planning/advocacy/ programme support b/	87	15	108	15	127	16	101	13	93	12	93	12	95	12
Emergency	111	19	167	22	223	28	155	20	124	16	101	13	87	11
Total programme expenditure	591	100	744	100	804	100	775	100	775	100	779	100	788	100

a/ Consists of community development and orgnization, children in especially difficult circumstances and women-centred programmes.

b/ Amounts refer to costs for planning, programme support, advocacy and monitoring, which cover more than one programme field.

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Table 4. UNICEF financial plan: changes from prior plan

(In millions of United States dollars)

	1993	1994	1995	1996	1997
General resources income					
1993 medium-term plan	545	571	598	627	n/a
1994 medium-term plan	509	532	552	595	635
Change	- 36	- 39	- 46	- 32	n/a
Percentage change	- 7	- 7	- 8	- 5	n/a
General resources programme expenditures					
1993 medium-term plan	400	390	390	406	n/a
1994 medium-term plan	413	368	365	376	408
Change	13	- 22	- 25	- 30	n/a
Percentage change	3	- 6	- 6	- 7	n/a
General resources budget net of recovery					
1993 medium-term plan	195	212	218	218	n/a
1994 medium-term plan	180	197	203	206	214
Change	- 15	- 15	- 15	- 12	n/a
Percentage change	- 8	- 7	- 7	- 6	n/a
Supplementary funds income					
1993 medium-term plan	370	367	368	375	n/a
1994 medium-term plan	357	356	358	354	356
Change	- 13	- 11	- 10	- 21	n/a
Percentage change	- 4	- 3	- 3	- 6	n/a
Supplementary funds programme expenditures					
1993 medium-term plan	385	385	385	385	n/a
1994 medium-term plan	391	407	410	403	380
Change	6	22	25	18	n/a
Percentage change	2	6	6	5	n/a
Total income					
1993 medium-term plan	915	938	966	1 002	n/a
1994 medium-term plan	866	888	910	949	991
Change	- 49	- 50	- 56	- 53	n/a
Percentage change	- 5	- 5	- 6	- 5	n/a
Total programme expenditures					
1993 medium-term plan	785	775	775	791	n/a
1994 medium-term plan	804	775	775	779	788
Change	19	0	0	- 12	n/a
Percentage change	2	0	0	- 2	n/a

Table 5. UNICEF income projections

(In millions of United States dollars)

	Average	Actual		Plan						
	% last	1992	1993	1994	1995		1996		1997	
	5 years				a/	b/	a/	b/	a/	b/
General resources										
Governments		426	358	351	368	403	392	433	409	461
Non-government sources		22	26	27	28	31	29	32	30	33
GCO		95	95	118	124	134	143	153	165	175
Interest income		24	19	16	12	13	11	12	11	12
Other income		- 19	11	20	20	20	20	20	20	20
Total, General resources		548	509	532	552	601	595	650	635	701
Growth (%)	4	8	- 7	5	4	13	8	8	7	8
Supplementary funds										
(a) Programmes										
Governments		114	92	122	126	191	128	209	137	230
Non-government sources		74	97	76	79	82	83	86	86	89
United Nations		2	5	3	3	4	3	4	3	4
Other income		- 4	- 7	0	0	0	0	0	0	0
Subtotal, Programmes		186	187	201	208	277	214	299	226	323
Growth (%)	- 2	13	1	7	3	38	3	8	6	8
(b) Emergencies										
Governments		148	89	91	97	107	93	103	83	93
Non-government sources		39	37	34	33	35	32	34	32	34
United Nations		17	44	30	20	22	15	17	15	17
Subtotal, Emergencies		204	170	155	150	164	140	154	130	144
Growth (%)	43	50	- 17	- 9	- 3	6	- 7	- 6	- 7	- 6
Total, Supplementary funds		390	357	356	358	441	354	453	356	467
Growth (%)	7	30	- 8	0	1	24	- 1	3	1	3
Total income		938	866	888	910	1 042	949	1 103	991	1 168
Growth (%)	5	16	- 8	3	2	17	4	6	4	6

a/ These moderate income projections are used as the basis for determining programme and budget expenditure levels in the medium-term plan.

b/ These higher income levels are presented here as a target for UNICEF fund-raising efforts. If these levels of income are achieved, the programme expenditure levels contained in the medium-term plan would increase.

Table 6. General resources: yearly phasing of estimated expenditures

(In millions of United States dollars)

	1994	1995	1996	1997	Beyond 1997	Total recommendations
Programme recommendations						
1. Unspent balances approved in prior years	384	297	101	32	18	832
2. Submitted to Executive Board at its second regular session of 1994 a/	31	104	58	48	77	318
3. Implementation adjustment b/	- 47	- 47	- 35	- 3		- 132
4. Subtotal c/	368	354	124	77		923
5. To be prepared for Executive Board in 1995		11	226	225	358	820
6. To be prepared for 1996 and future Executive Board sessions			26	106	576	708
7. Planned programme expenditures	368	365	376	408		
Budget recommendations						
8. Approved at 1993 Executive Board	213	218				431
9. Planned savings	- 8	- 7				- 15
10. To be prepared for Executive Board in 1995			214	222		436
11. Planned budget expenditures	205	211	214	222		
Other items						
12. Supply Division warehouse recovery	- 8	- 8	- 8	- 8		
13. Write-offs and miscellaneous	0	0	0	0		
14. Total expenditures	565	568	582	622		

a/ This represents the net additional amount after subtracting available balances from new submissions.

b/ The total amount of programmes submitted to the Executive Board is generally higher than estimated expenditure to allow for under-implementation.

c/ For programme descriptions see table 3 in E/ICEF/1994/P/L.3/Add.1.

Table 7. UNICEF financial plan: summary (general resources and supplementary funds)

(In millions of United States dollars)

	Actual		Plan			
	1992	1993	1994	1995	1996	1997
1. Income	938	866	888	910	949	991
Growth (%)	16	- 8	3	2	4	4
2. Expenditures						
(a) Country programmes a/	659	715	690	690	694	703
Global programmes - HQ	27	34	24	24	24	24
Global programmes - field	58	55	61	61	61	61
Total programmes	744	804	775	775	779	788
Growth (%)	26	8	- 4	0	1	1
(b) Budget expenditure	184	187	205	211	214	222
Supply Division warehouse recovery	- 6	- 7	- 8	- 8	- 8	- 8
Budget less recovery	178	180	197	203	206	214
Growth (%)	11	1	9	3	1	4
(c) Write-offs and miscellaneous	10	13	0	0	0	0
Total expenditures	932	997	972	978	985	1 002
Growth (%)	23	7	- 3	1	1	2
3. Income less expenditures	6	- 131	- 84	- 68	- 36	- 11
4. Movements non-cash assets/liabilities	62	59	13	22	16	- 5
5. Year-end cash balance						
(a) Convertible currencies	441	362	294	248	228	212
(b) Non-convertible currencies	8	15	12	12	12	12
Total cash balance	449	377	306	260	240	224

a/ Includes regional and subregional programmes.

Table 8. UNICEF financial plan: general resources

(In millions of United States dollars)

	Actual		Plan			
	1992	1993	1994	1995	1996	1997
1. Income	548	509	532	552	595	635
Growth (%)	8	- 7	5	4	8	7
2. Expenditures						
(a) Country programmes	335	347	313	310	321	353
Global programmes - HQ	25	31	22	22	22	22
Global programmes - field	30	35	33	33	33	33
Total programmes	390	413	368	365	376	408
Growth (%)	23	6	- 11	- 1	3	9
(b) Budget expenditure	184	187	205	211	214	222
Supply Division warehouse recovery	- 6	- 7	- 8	- 8	- 8	- 8
Budget less recovery	178	180	197	203	206	214
Growth (%)	11	1	9	3	1	4
(c) Write-offs and miscellaneous	0	3	0	0	0	0
Total expenditures	568	596	565	568	582	622
Growth (%)	18	5	- 5	1	2	7
3. Income less expenditures	- 20	- 87	- 33	- 16	13	13
4. Movements non-cash assets/liabilities	29	- 3	6	- 3	- 9	- 10
5. Year-end cash balance						
(a) Convertible currencies	275	178	154	135	139	142
(b) Non-convertible currencies	8	15	12	12	12	12
Total cash balance	283	193	166	147	151	154

Liquidity guideline compared to year-end cash balance:

	1992	1993	1994	1995	1996	1997
(a) Liquidity guideline	51	53	55	60	64	67
(b) Convertible currency balance net of future year contributions received in advance	202	105	79	60	64	67

Table 9. UNICEF financial plan: supplementary funds

(In millions of United States dollars)

	Actual		Plan			
	1992	1993	1994	1995	1996	1997
1. Income	390	357	356	358	354	356
Growth (%)	30	- 8	0	1	- 1	1
2. Expenditures						
(a) Country programmes	324	368	377	380	373	350
Global programmes - HQ	2	3	2	2	2	2
Global programmes - field	28	20	28	28	28	28
Total programmes	354	391	407	410	403	380
Growth (%)	30	10	4	1	- 2	- 6
(b) Write-offs and miscellaneous	10	10	0	0	0	0
Total expenditures	364	401	407	410	403	380
Growth (%)	32	10	1	1	- 2	- 6
3. Income less expenditures	26	- 44	- 51	- 52	- 49	- 24
4. Movements non-cash assets/liabilities	33	62	7	25	25	5
5. Year-end cash balance						
(a) Convertible currencies	166	184	140	113	89	70
(b) Non-convertible currencies	0	0	0	0	0	0
Total cash balance	166	184	140	113	89	70

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Table 10. UNICEF financial plan: special accounts

(In millions of United States dollars)

	Actual	Plan			
	1993	1994	1995	1996	1997
1. Opening balance special accounts:					
For procurement services	39	53	61	71	79
With programme link	4	2	2	2	2
For other activities	7	9	9	9	9
Total	50	64	72	82	90
2. Funds pledged/received:					
Procurement services	92	102	120	140	160
With programme link	13	10	10	10	10
Other activities	10	13	13	13	13
Total	115	125	143	163	183
3. Disbursements:					
Procurement services	71	85	100	120	144
With programme link	15	10	10	10	10
Other activities	8	13	13	13	13
Total	94	108	123	143	167
4. Funds returned:					
Procurement services	7	9	10	12	14
With programme link	0	0	0	0	0
Other activities	0	0	0	0	0
Total	7	9	10	12	14
5. End balance special accounts:					
Procurement services	53	61	71	79	81
With programme link	2	2	2	2	2
Other activities	9	9	9	9	9
Total	64	72	82	90	92

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Figure I

Financial performance for 1993

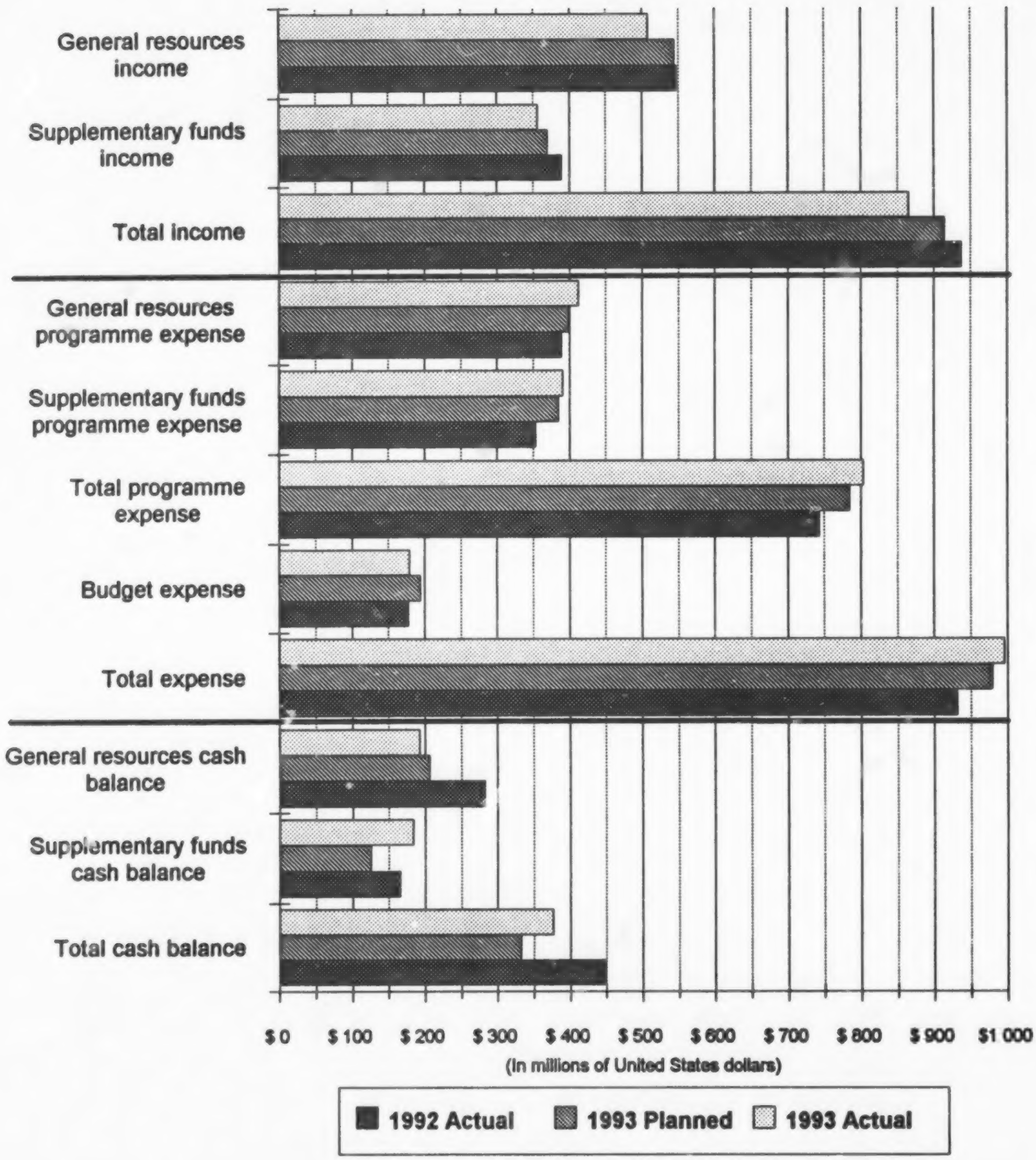

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Figure II

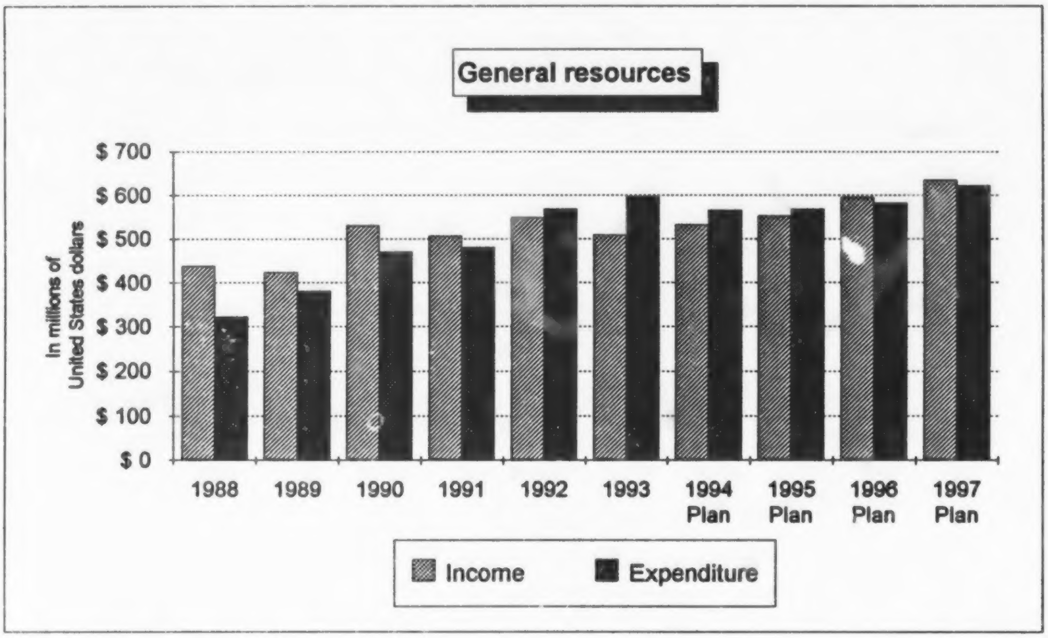


Figure III

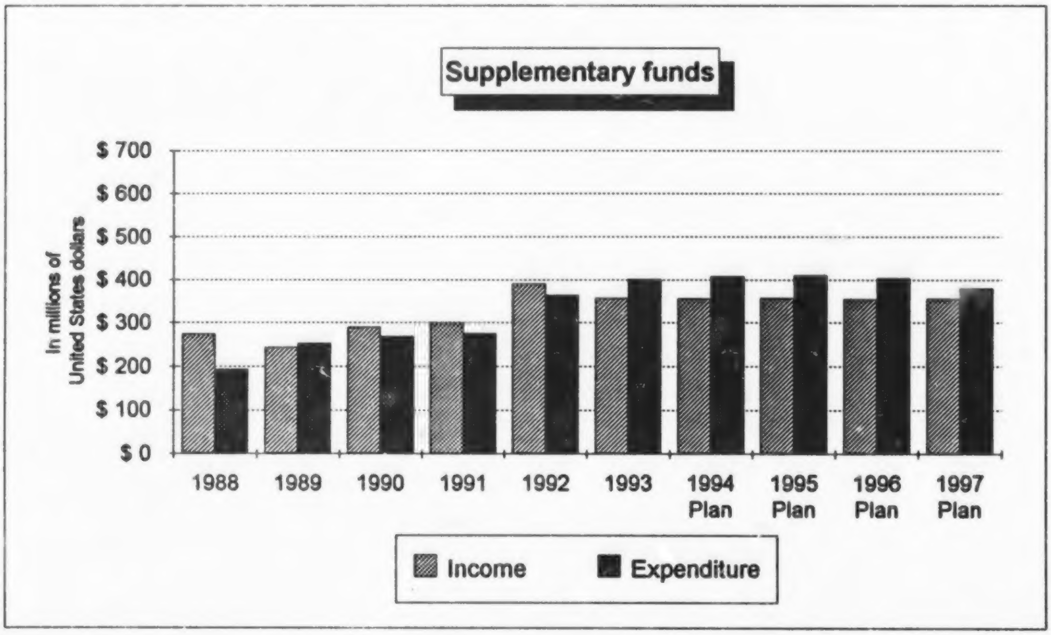


Figure IV

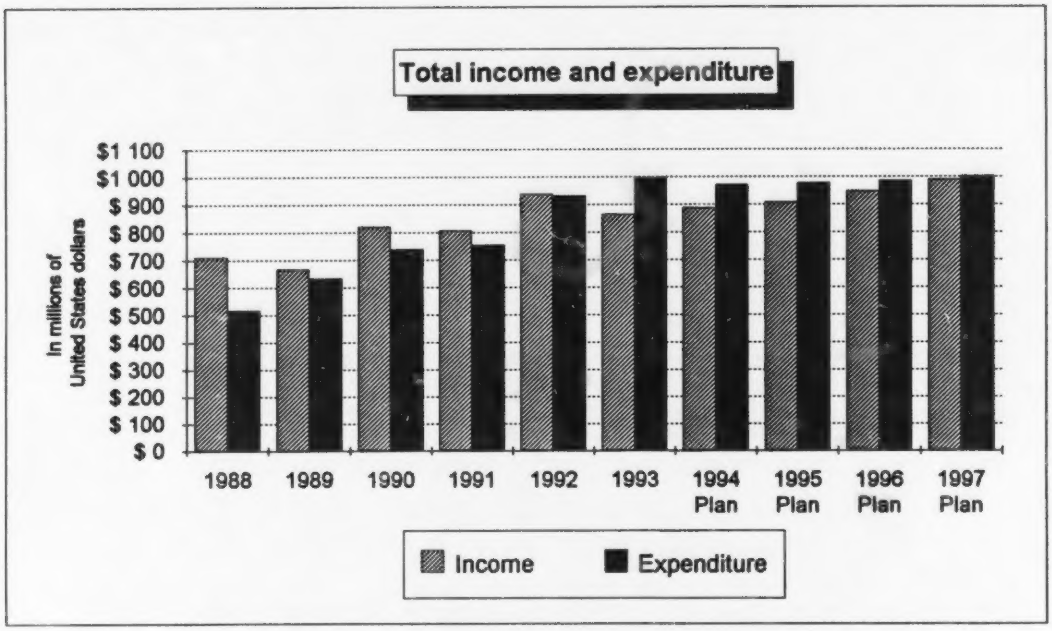


Figure V

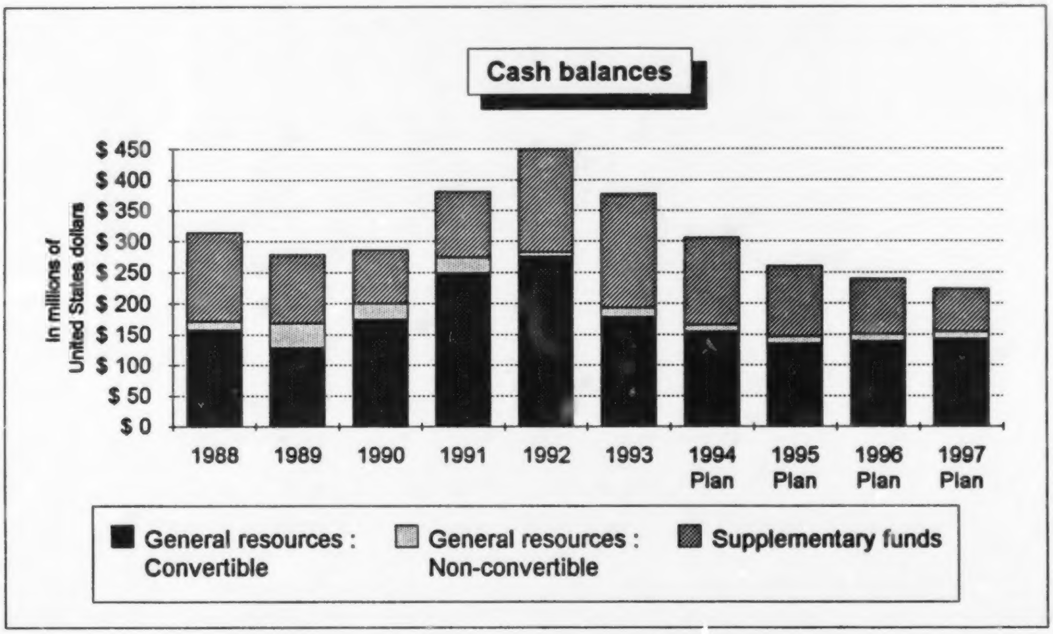
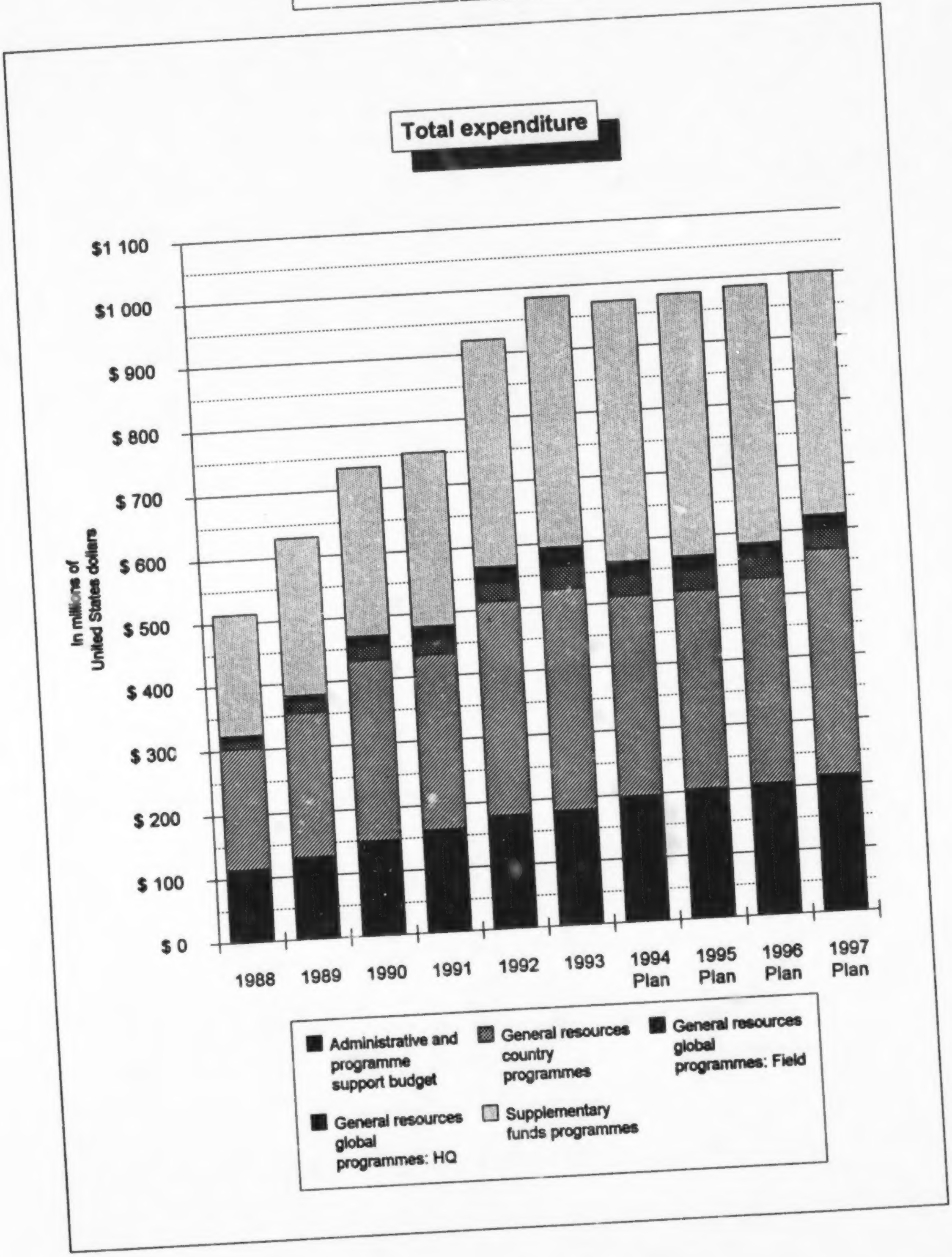


Figure VI


Total expenditure
In millions of United States dollars
$1 100
$1 000
$ 900
$ 800
$ 700
$ 600
$ 500
$ 400
$ 300
$ 200
$ 100
$ 0
1988
1989
1990
1991
1992
1993
1994 Plan
1995 Plan
1996 Plan
1997 Plan
Administrative and programme support budget
General resources country programmes
General resources global programmes: Field
General resources global programmes: HQ
Supplementary funds programmes

Annex III

Goals for children and development in the 1990s

The following goals, endorsed by the World Summit for Children in 1990, were formulated through extensive consultation in various international forums attended by virtually all Governments, the relevant United Nations organizations including the World Health Organization, UNICEF, the United Nations Population Fund, the United Nations Educational, Scientific and Cultural Organization, the United Nations Development Programme and the World Bank, and a large number of non-governmental organizations. These goals are recommended for implementation by all countries where they are applicable, with appropriate adaptation to the specific situation of each country in terms of phasing, standards, priorities and availability of resources and with respect for cultural, religious and social traditions. Additional goals that are particularly relevant to a country's specific situation should be added in its national plan of action. Achievement of these goals is essential for the full implementation of the Convention on the Rights of the Child, which is the ultimate objective of programmes for children and development.

I. MAJOR GOALS FOR CHILD SURVIVAL, DEVELOPMENT AND PROTECTION

(a) Between 1990 and the year 2000, reduction of infant and under-five child mortality rates by one third, or to 50 and 70 per 1,000 live births, respectively, whichever is less;

(b) Between 1990 and the year 2000, reduction of the maternal mortality rate by one half;

(c) Between 1990 and the year 2000, reduction of severe and moderate malnutrition among children under five years of age by one half;

(d) Universal access to safe drinking water and to sanitary means of excreta disposal;

(e) By the year 2000, universal access to basic education and completion of primary education by at least 80 per cent of primary school-age children;

(f) Reduction of the adult illiteracy rate (the appropriate age-group to be determined in each country) to at least one half its 1990 level, with emphasis on female literacy;

(g) Improved protection of children in especially difficult circumstances.

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II. SUPPORTING/SECTORAL GOALS

(a) Women's health and education:

(i) Special attention to the health and nutrition of the female child and to pregnant and lactating women;

(ii) Access by all couples to information and services to prevent pregnancies that are too early, too closely spaced, too late or too many;

(iii) Access by all pregnant women to prenatal care, trained attendants during childbirth and referral facilities for high-risk pregnancies and obstetric emergencies;

(iv) Universal access to primary education, with special emphasis for girls, and accelerated literacy programmes for women;

(b) Nutrition:

(i) Reduction in severe as well as moderate malnutrition among children under five years of age by one half of 1990 levels;

(ii) Reduction of the rate of low birth weight (2.5 kilograms or less) to less than 10 per cent;

(iii) Reduction of iron deficiency anaemia in women by one third of 1990 levels;

(iv) Virtual elimination of iodine deficiency disorders;

(v) Virtual elimination of vitamin A deficiency and its consequences, including blindness;

(vi) Empowerment of all women to breast-feed their children exclusively for four to six months and to continue breast-feeding, with complementary food, well into the second year; a/

(vii) Growth promotion and its regular monitoring to be institutionalized in all countries by the end of the 1990s;

(viii) Dissemination of knowledge and supporting services to increase food production to ensure household food security;

(c) Child health:

(i) Global eradication of poliomyelitis by the year 2000;

(ii) Elimination of neonatal tetanus by 1995;

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(iii) Reduction by 95 per cent in measles deaths and reduction by 90 per cent of measles cases compared to pre-immunization levels by 1995, as a major step to the global eradication of measles in the longer run;

(iv) Maintenance of a high level of immunization coverage (at least 90 per cent of children under one year of age by the year 2000) against diphtheria, pertussis, tetanus, measles, poliomyelitis and tuberculosis and against tetanus for women of child-bearing age;

(v) Reduction by 50 per cent in the deaths due to diarrhoea in children under the age of five years and 25 per cent reduction in the diarrhoea incidence rate;

(vi) Reduction by one third in deaths due to acute respiratory infections in children under five years of age;

(d) Water and sanitation:

(i) Universal access to safe drinking water;

(ii) Universal access to sanitary means of excreta disposal;

(iii) Elimination of dracunculiasis (guinea worm disease) by the year 2000;

(e) Basic education:

(i) Expansion of early childhood development activities, including appropriate low-cost, family- and community-based interventions;

(ii) Universal access to basic education and achievement of primary education by at least 80 per cent of primary-school-age children through formal schooling or non-formal education of comparable learning standard, with emphasis on reducing the current disparities between boys and girls;

(iii) Reduction of the adult illiteracy rate (the appropriate age-group to be determined in each country) to at least one half of its 1990 level, with emphasis on female literacy;

(iv) Increased acquisition by individuals and families of the knowledge, skills and values required for better living, made available through all educational channels, including the mass media, other forms of modern and traditional communication and social action, with effectiveness measured in terms of behavioural change;

(f) Children in difficult circumstances:

Provide improved protection of children in especially difficult circumstances and tackle the root causes leading to such situations.

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Notes

a/ The 1990 Innocenti Declaration on the Protection, Promotion and Support of Breast-feeding, however, recommended up to two years of age or beyond.
